

THE CENTRAL SOCIAL WELFARE BOARD



# THE CENTRAL SOCIAL WELFARE BOARD

*A New Experiment in Welfare Administration*

by

P. D. KULKARNI

*Issued under the auspices of  
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## FOREWORD

THIS monograph, "Central Social Welfare Board—A New Experiment in Welfare Administration", was prepared at the request of the Indian Institute of Public Administration, by Shri P. D. Kulkarni, Officer on Special Duty in the Central Social Welfare Board, who had been closely associated with the Board since its formative stage. It gives a complete and accurate description of the structure and functioning of the CSWB.

The title of the monograph reminds me that the Prime Minister himself had called this a unique experiment. It is neither wholly Government nor wholly voluntary; but it is a certain combination of the two, the Government, through the CSWB, giving financial assistance and technical guidance to voluntary welfare organisations who are the best suited to undertake such programmes. Here is a handsome recognition of the role of voluntary work in the welfare field. The methods by which the Board has endeavoured to mobilise the energy, enthusiasm, initiative and the spirit of service of vast numbers of workers—particularly of women workers in the building up of a Welfare State in the few years of its existence, have been fully described in this monograph.

Shri Kulkarni has also attempted an objective assessment of the place of voluntary work in an administrative set-up, based on his own experience in the Board, during the first few years of its growth. The pros and cons of the theme of public participation in the planned development of social welfare services in the country have been presented with lucidity. This is the pattern on which administrative machinery must work if it should be able to fulfil the growing functions of Government in the social and economic spheres.

I am sure that this monograph will be found of great use by those interested in a proper understanding of the working of the Central Social Welfare Board.



## P R E F A C E

IT has been increasingly realised during the last decade that India's success as a democratic Welfare State depends a great deal on the mobilisation and participation of the people through the agency of voluntary organisations in the different schemes of welfare and development; and the establishment of the Central Social Welfare Board in August 1953 was a great step forward in this direction. The Board has proved to be an unique institution for drawing non-officials into the planning and administration of programmes of social welfare, in particular for women and children. It has thrown up significant issues concerning the inter-locking of the non-official and official elements and multi-lateral coordination in a network of different Government agencies and voluntary associations.

The present monograph which has been prepared at the request of the Institute by a Government official closely associated with the activities of the Board, discusses the functions, the programmes, the administrative structure and problems of the Board, as also of the State Social Welfare Advisory Boards and District Project Implementing Committees. The author has taken great pains to focus attention on the role of the Board in promoting social welfare, and also added a post-script to include recent developments in the field.

The experiment with the administration of welfare programmes through voluntary efforts of the people under the aegis of the Central Social Welfare Board emphasises, however, not merely the need for State assistance to build up the framework within which the people may be able to undertake programmes of development on their own. Some of the problems it has raised, in particular in matters of human relationship and co-ordination, have also been thrown up by the far-reaching experiment of "Democratic Decentralisation" at the district and block levels which is at present under way in the field of rural community development. The Central Social Welfare Board has thus been a pioneering agency in this building up of a plural-

istic, democratic administrative machinery in India.

I am sure that the monograph will be read with great interest and profit by all.

*Indian Institute of Public  
Administration  
New Delhi, June 30, 1961*

V. K. N. MENON  
*Director*

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## CHAPTER I

### INTRODUCTION

"A SUM OF Rs. 4 crores has been provided as grants-in-aid to the voluntary social service organisations for strengthening, improving and extending the existing activities in the field of social welfare and for developing new programmes and carrying out welfare projects. It is envisaged that this fund of Rs. 4 crores should be administered by a Board to be set up by the Central Government to which a great deal of administrative authority... (will devolve). The Board should be predominantly composed of non-official members who have actually gained experience of field work in promoting voluntary welfare activities."

In these three brief sentences, appearing in the First Five Year Plan, lies apparently the origin of the Central Social Welfare Board. Though the recommendations of the Planning Commission may seem to be the immediate cause for the establishment of the Central Social Welfare Board, historically it came as the consummation of a series of developments in the field of social welfare that preceded these recommendations.

India has a long tradition of social services. Indian culture enjoined upon individuals to be charitable towards those less fortunate than themselves. Most of the glorious work done in the past in the field of social welfare in this country was done by voluntary social welfare organisations. These workers and agencies carried the torch of social service unextinguished through the ages without any substantial State assistance. There were times, such as when the political struggle almost wholly consumed all the active energies in the country, when these workers and agencies were also drawn into the political struggle or just hibernated till more opportune times allowed them to function. On the other hand, there were times when social reform movements gave a fillip to the work of these individuals and organisations. When leaders like Raja Ram

Mohan Roy, Shri Viresalingam Pantulu, Justice Shri M.G. Ranade, Swami Daya Nand, etc. carried out their reform campaigns, there was a general rise in the activities of social workers and social service organisations. In the 19th century the Christian missionary workers in particular gave a lead in setting up social service institutions. The Ramakrishna Mission, the Arya Samaj, the Servants of India Society, established by Shri G.K. Gokhale in Poona, and the Servants of the People's Society founded by Lala Lajpat Rai in the Punjab further carried this movement. Meanwhile, a network of organisations set up also for social service, but on a different footing, was organised by Gandhiji, who for the first time reinforced social work in its own right in the midst of the political struggle.

With the attainment of independence, the popular government attempted to give social and economic content to the political freedom. This was embodied in the Constitution of the country which was adopted in 1950. The first effort at giving concrete shape to the aspirations expressed in the Directive Principles of State Policy was made by the Planning Commission while formulating the First Five Year Plan.

In the first place the planners recognised that, "any plan for the social and economic regeneration of the country should take into account the service rendered by these private agencies and the State should give them the maximum cooperation in strengthening their efforts." It was recognised that, "these private agencies have for long been working in their own humble way and without adequate State aid, for the achievement of their objectives with their own leadership, organisation and resources." The Planning Commission, therefore, declared that, "the major responsibility for organising activities in different fields of social welfare, like the welfare of women and children, social education, community development, etc. falls naturally on private voluntary agencies." Further, the chapter on Social Welfare in the First Five Year Plan stated, "one of the most important tasks of the State is to conduct a survey of the nature, quality and extent of service rendered by voluntary agencies in different parts of the country, to assess the extent of financial and other aid that they are in need of in order to

develop their programmes of work, and to coordinate their activities."

This was the first recognition on the part of the State of the role that the voluntary organisations have played in the past. This was also the first official declaration of the responsibilities that they were expected to shoulder in future. This recognition was accorded for some very sound reasons.

Firstly, social welfare organisations and workers can alone lend that "human touch" so essential in the field of social welfare which the impersonal administrative machinery even of a Welfare State cannot give. Secondly, considering the immensity of some of the problems which had been long neglected, and had become complicated in the process, it was not possible for the State to spare the requisite resources for quite some time. They could at best expect to provide the minimum basic social services such as Education and Health. It was recognised that there was a wide range of services beyond the normal run of social services, which were necessary for the various handicapped or indigent groups in the community who could not take advantage of the general social services. These were grouped together under the common term: social welfare. The case of a blind boy who cannot take advantage of an ordinary school for his education or of an ordinary factory for his employment, is an instance in point. He needs a different method and a different atmosphere to learn and a different set-up for his employment. A large number of examples can be cited from amongst women and children who are in need of special care. The voluntary organisations of the type mentioned above have been looking after these needy sections of the population depending mostly upon public charity.

With the changed socio-economic circumstances, certain inadequacies had come over the voluntary organisations and social workers. With the disappearance of princely States, the days of munificent donations for the public good were drawing to an end. With the abolition of landlordism and with the emergence of other social legislation enabling the State progressively to regulate commercial and industrial activity, the capacity and inclination of the landlords and business magnates

to pay for charitable causes was also on the wane. The voluntary organisations, therefore, increasingly came to look up to the State to make up for the philanthropic contributions they earlier received from other benefactors.

Here, therefore, was a definite need expected to be fulfilled by the State. The sum of Rs. 4 crores mentioned was, indeed, in response to this prime need. Even this provision had come late at the time of finalisation of the First Five Year Plan, when a Member in charge of Social Services was appointed in the Planning Commission. The appointment of the Member, Social Services, came after the publication of the draft outline of the First Five Year Plan, which did not make any provision for social welfare.

Amongst other inadequacies of the voluntary social welfare organisations, it could be mentioned that their activities were isolated, sporadic and unsustained. These mostly started in response to local needs without necessarily having any link with similar activities or programmes elsewhere. While this was happening in some parts of the country, in some other parts there was considerable duplication of similar activities in the same area leading to some waste of resources. It was not uncommon to find that while duplication existed in certain areas, the same problems or needs were waiting for attention in certain others. In other words, the voluntary social services lacked coordination and required to be dovetailed into a National Plan so that they could be developed as part of a planned pattern. Here again was another function which required to be undertaken by a national Central body constituted by the Government.

Another aspect in which the voluntary organisations needed assistance from a competent national body related to the know-how and the techniques of social welfare administration. In the context of the modern socio-economic conditions, social problems had ceased to be elemental, responding to simple treatment of well-wishing social workers. The complexity of currents and cross-currents released by a variety of social forces beyond the control of any individual worker or agency make it obligatory to study these social forces and then to regulate



them in conformity with the Laws that govern them. In other words, trained personnel were increasingly needed in these institutions. Since it was neither possible nor desirable to bring about a large and sudden turnover in the staff of these institutions, the next best arrangement was to extend technical assistance to these workers in the field, who in the background of their experience, could pick up the newer methods of welfare administration.

Thus it was to give financial and technical assistance and to promote welfare services through the voluntary welfare organisations on a planned basis that the Central Social Welfare Board was set up by the Government of India in the Ministry of Education on 12 August, 1953. As recommended by the Planning Commission in the quotation cited in the beginning of this chapter, predominant representation was given to non-officials in the composition of the Board.

There are two important features which distinguish the composition and working of the Central Social Welfare Board from those of other government-constituted bodies. One difference has already been pointed out, namely, that of the predominance of non-officials in the membership. If the main purpose was to encourage voluntary effort, the presence on the Board of persons who were drawn from the field of voluntary social welfare was immensely useful in planning for the voluntary sector. At the same time, in order to attain the necessary degree of co-ordination with the various units of Government, representatives of the Ministries of Education, Health, Labour and Finance were nominated as members of the Board. A representative each of the two Houses of Parliament was also included. It will be evident in the subsequent chapters which describe the administration of the Central Social Welfare Board how this approach of utilising the non-official workers and bodies for the implementation of a welfare programme has influenced the entire administration of the Central Social Welfare Board from the national down to the village level.

The second important distinction is in the fact that the Board was given certain powers—administrative and financial—which enable it to take decisions and implement them without further



reference to any Ministry in the Government of India or to the Accountant-General, Central Revenues, etc. Yet, some limitations which are essential in the working of Government-constituted bodies were also imposed in the case of the Central Social Welfare Board. Two important limitations are :

- ✓ (1) Answerability to the Parliament; and
- ✓ (2) regulation of expenditure of public funds according to the established financial rules.

These were secured in the case of the Board by placing it under the general administrative control of the Union Ministry of Education. It is the Ministry of Education, which constituted the Board by a resolution; it is they who make provision in their budget for social welfare programmes and then pay out funds in suitable instalments to the Board against an approved budget; it is the Minister of Education who answers all questions on the Board in Parliament; it is again through the Ministry of Education that the Board has to put forward to the Planning Commission its proposals relating to the schemes to be included in the Plan and the provisions for them.

Thus these two distinguishing characteristics of the Board account for the manner of the Board's administration as also for its pace. How these two things were of particular significance in the administration of welfare services through voluntary organisations, is the subject matter for discussion in the following chapters.

The Central Social Welfare Board and its schemes have their own place in the plans of the country. As has already been mentioned the Board owes its very existence to a direct recommendation of the Planning Commission. It was significantly valuable that the Member, who was in charge of Social Services in the Planning Commission first planned the welfare programmes in the First Five Year Plan and later moved on to the full-time Chairmanship of the Board for the implementation of the same programmes. The inclusion of social welfare programmes in India's plans is noted to be a special feature as compared with those of other similar countries in Southeast Asia. India

accorded an important place to social services in general and social welfare in particular in a plan which was primarily meant, and rightly so, for the economic development of the country. The Planners also struck a balance in the all-round development of social and economic aspects of nation-building. They faced the dilemma competently in cutting through the vicious circle of poverty aggravating social problems and incapacitating the community from producing more and better and thus keeping it poor. While the need for social services is greater in the underdeveloped countries the necessary wherewithal is lacking. The best way that the Planners sought out of this was to plan mainly for economic development and also to include alongside such social and welfare services as would consolidate the economic gains and further help in their maintenance and promotion. The schemes which the Central Social Welfare Board was called upon to administer in the First and the Second Plans of India bespeak this wisdom of the Planners of the country.

The functions of the Central Social Welfare Board as laid down in the resolution of the Ministry of Education, Government of India, are as follows :

- (a) To cause a survey to be made of the needs and requirements of Social Welfare Organisations;
- (b) to evaluate the programmes and projects of the aided agencies;
- (c) to coordinate the assistance extended to social welfare activities by various Ministries in the Central and State Governments;
- (d) to promote the setting up of Social Welfare Organisations on voluntary basis in places where no such organisations exist; and
- (e) to render financial aid, when necessary, to deserving organisations or institutions on terms to be prescribed by the Board.

If there was one field in which comprehensive and reliable statistics were almost non-existent, it was the field of social welfare in India. This difficulty was faced by the Planning

Commission when they framed the First Plan. It was, therefore, but right that surveying the needs of social welfare organisations should have been one of the first functions of the Board.

The resolution carefully incorporated into the functions of the Board the need for evaluating the programmes of the aided agencies so that the benefit of the findings would continuously be available to reshape and mould the policies and procedures of the Board.

Having noticed considerable duplication in the financial assistance extended to voluntary welfare organisations by different Departments and Ministries of the Central and State Governments, the Government of India enjoined upon the Board to coordinate such assistance.

Another important function which was prudently entrusted to the Board was the promotion of new welfare services wherever they were needed but did not exist. This made sure that the possibility of the Board confining its work to mere disbursement of grants was minimised.

The financial assistance for which the Board was set up to administer was rightly put at the end as though indicating that financial assistance was only a means to an end, which was the planned development of welfare services on a sound footing. How precisely the Board proceeded to achieve this end and the programmes and activities it sponsored for the purpose are the subject matter of the following chapters.

## CHAPTER II

### PROGRAMMES AND ACTIVITIES

THE PROGRAMMES OF the Central Social Welfare Board fall broadly into two parts:

- (a) Administration of the financial and, wherever possible, technical assistance to the existing voluntary welfare organisations; and
- (b) sponsoring new welfare services, wherever required.

The grants-in-aid programme of the Central Board is the one important programme that comes under item (a) above. The basic principle of utilising and encouraging voluntary effort in all schemes of social welfare is followed by the Board even in respect of the sponsored programmes without creating a parallel governmental machinery. This practice is also in conformity with the Board's general objective of effecting coordination to avoid duplication.

Under item (b), the Board has sponsored the following programmes:

- (i) Welfare extension projects for rural areas;
- (ii) urban family welfare projects for towns and cities;
- (iii) social and moral hygiene and aftercare programmes;
- (iv) training of personnel for most of these schemes.

#### *Grants-in-Aid*

The procedure which the Board follows in administering the grants-in-aid programme has been evolved over a period of four years since its inception in August, 1953. ( With limited resources at its disposal, the Board wanted to make sure that the maximum and best possible use was made of its funds towards the development of welfare services on a planned basis. Some of the

conditions which the Board stipulated stemmed directly from this basic consideration, e.g., the condition that the Board's grant would normally be utilisable directly for the programmes and activities that would benefit the needy rather than towards incidental or auxiliary expenses. Considering that there were, according to one estimate, about ten thousand institutions in the country, it was likely that the entire provision at the disposal of the Board during the First Plan period could have been absorbed by the existing institutions in merely maintaining the previous standards without either quantitative expansion or qualitative improvement. Therefore, (it was also stipulated that the Board's grant would be utilisable not towards what was called "normal" expenditure but towards expansion and development. Another fundamental policy of the Board has been to direct its assistance in such a manner as to supplement and, in fact, encourage voluntary effort rather than to supplant it. This meant that all grants of the Board would be on a matching basis.)

Once these basic conditions were broadly settled, other rules and regulations gradually evolved as a result of the experience of the Board with a large number of applicant institutions over a period of four years. The position that has now been reached with regard to the administration of grants-in-aid is briefly summarised below.

The Board started its work in 1953 with the appointment of four *ad hoc* panels consisting of members drawn from amongst voluntary social workers. These panels which were constituted on field-wise basis, namely, Child Welfare, Women's Welfare, Welfare of the Handicapped and Delinquent, etc. and General Welfare, went round the country visiting some of the more important institutions and reported on the requirements of these institutions in terms of the financial assistance required for their planned programmes. Very soon, however, the Board found it necessary to set up whole-time Advisory Boards instead, one in each State. In keeping with its policy of decentralisation, the Central Board considered it advisable to let these State bodies consider the applications of institutions in their respective States so that they could, with first-hand knowledge, recom-

mend to the Central Board whether or not an institution deserves any assistance, and if so, how much according to their estimates, and for what purpose. Since the membership of the State Boards, as of the Central Board, was predominantly non-official, it was expected that the needs of voluntary organisations would be better assessed in determining the eligibility of the institution for a grant and also its quantum, when eligible.

All voluntary welfare institutions, barring those engaged in co-ordination, research and training, etc., are eligible for the Central Board's assistance provided they are not fully or exclusively covered under any other provision in the Plan. For instance, institutions for the welfare of Scheduled Castes and Scheduled Tribes and Backward Classes do not qualify for assistance from the Central Board because both under the Constitution and in the Plans there is a separate provision with the Commissioner for Scheduled Castes and Scheduled Tribes and with the State Governments. Similarly, Youth Welfare is provided for in the Plan of the Ministry of Education. Schemes pertaining to labour welfare, family planning, etc., are outside the purview of the Central Board. Institutions which are completely or mainly financed by Government Departments and local bodies are also not eligible for the Board's assistance.

The Board has devised three different types of forms of application for four different categories of institutions. Twice a year press notices are inserted inviting applications before the next meeting of the Central Board. The dates by which applications should reach the respective State Boards for consideration are announced therein. A copy of a brochure explaining the procedure and conditions of grants-in-aid is supplied by the State Boards together with copies of the prescribed form of application on request from institutions. The application has to be submitted in duplicate to the State Social Welfare Advisory Board and a third copy has to be sent direct to the Central Social Welfare Board as an advance copy. On receipt of the application, a member of the State Board in charge of the zone is sent to visit the institution and to make a report before the next meeting of the State Board when the application comes up for consideration. The visiting member examines

whether the facts given by the institution in the application are broadly correct and whether the purpose for which the institution has applied for assistance is within its organisational capacity, if an adequate grant is given towards the cost of the scheme. A visiting member's report, therefore, assumes vital importance in determining whether or not an institution deserves a grant and if so, how much. The member's reports are discussed at a full meeting of the State Board before the recommendations of the State Board are forwarded together with copies of the applications to the Central Board. The office of the Central Board in turn processes the recommendations received from the State Boards. This includes an independent assessment of the institution's request in the light of the recommendations of the State Board, and of any general principles evolved by the Central Board in any particular class of cases. An abstract statement is circulated to the members of the Central Board in advance giving important data, viz., the application of the institution, inspection report, in case the institution was in receipt of any grants earlier, remarks of the Central Board's office on an independent examination and the recommendations of the State Social Welfare Advisory Board while deciding upon rejection or acceptance of applications for a suitable grant. As the numbers applying for grants increased, the time taken by the State and Central Boards in the preliminary enquiries had to be extended. Usually, about twelve weeks are required for an institution to learn of the result of its application counting from the last date on which applications had to reach the State Board.

The post-sanction procedure consists of the issue of the letter of sanction, acceptance of the stipulated conditions by the institution concerned, approval of the estimates of expenditure on the approved programme and one or two inspection visits by the Inspectorate of the Central or State Board. On completion of the period of the utilisation of the grant, the institution is expected to forward a statement of accounts audited by a chartered accountant.

In the light of the experience gained by the Board during the First Plan period, it was considered advisable to sanction



long-term grants to institutions of some standing so as to enable them to plan their development and improvement with some definite resources assured over a period of time. Thus the Board created two categories of institutions of ten-year and five-year standing eligible for grants up to the ceiling of Rs. 50,000 and Rs. 25,000 respectively for a period of five years. Other smaller institutions were grouped under a separate category for year-to-year grants within a ceiling of Rs. 5,000 for one year. Grants for buildings and mobile vans, though of a larger order, that is, up to a ceiling of Rs. 15,000, were also placed in this category. A separate category was created to help institutions, either old or new, to sponsor new services in areas wherever needed. The ceiling of grants in this case was also put at Rs. 50,000 for a five-year period. The maintenance of the normal activities of these institutions and raising of varying amounts of matching contributions according to the capacity of each category of institutions are two of the important conditions attached to each grant. It is sufficient to mention here that the condition of matching contribution has been reviewed from time to time and adjusted according to requirements.

### *Welfare Extension Projects*

The Board engaged itself in this work of considering and sanctioning grants to existing voluntary welfare organisations almost for one complete year since its inception. During that period the Board discovered that most of these institutions applying for assistance were concentrated in or around urban centres. A wide gap was discovered in the rural areas where little or no services for the welfare of the needy sections of the population existed. As the central national body charged with the responsibility of promoting welfare services on a planned basis, it was left to the Central Board to devise ways and means of sponsoring new services wherever they were required. As a result, the Board thought of introducing a scheme known as the "Welfare Extension Projects Scheme", whereby it planned to extend to the rural areas welfare services for women and children. In doing so, the Board kept its principle of encourag-



ing voluntary effort. Given wide gaps in the rural areas and the unutilised services of voluntary social workers, it was a short step for the Board to devise a scheme in which the gap could be filled at least to an appreciable extent through this very agency of non-official social workers. The idea of a Welfare Extension Project, as conceived originally was very simple. A group of local voluntary social workers was constituted into a Project Implementing Committee. It surveyed a small compact area of about 25 villages. While forwarding the survey report to the Central Board through the State Board, they were expected to forward a map of the area showing the location of five multi-purpose welfare centres, each covering about 5 villages. The budget ceiling provided for each project was about Rs. 25,000 per year, 50 per cent of which was to be contributed by the Central Social Welfare Board and the balance was to be raised by the Committee and the State Board from other sources, including the local community, the State Government, etc. Thus the predominant non-official nature of the committee and the element of voluntary contribution in the budget were the two principal factors which distinguished the Welfare Extension Projects Scheme as essentially a scheme worked by non-officials. The Central Social Welfare Board provided only such financial and technical assistance as would give it a good start and a smooth run. For purposes of coordination, however, one or two officials of the district administration were invariably taken on the PIC. Most often the official members also held the office of Treasurer. The Convenership (this has now been changed to Chairmanship) of each committee, with rare exceptions, was entrusted to a non-official, who in all cases was a woman. The only paid staff envisaged in the scheme was at the field centres. This was limited in number and modest in status. A woman village-level worker called a *gram sevika*, a craft instructor and an indigenous midwife, known as a dai, were the only three functionaries provided at each centre. The idea was to start one such project each in all 330 districts in the country during the First Plan period. The actual figure reached by the end of March 1956, i.e., by the end of the First Plan period, was 294. Progressively the scheme developed itself. Supervisory staff

at the project level came to be appointed on a whole-time salary basis. Training schemes, which are separately discussed, were sponsored to get the field staff trained. The project Committee included two or three officials connected with welfare or developmental schemes in the district. The *ad hoc* nature of the committee gave place to a more stable constitution with a set of rules governing them. An Inspectorate was constituted at the Central and State levels to inspect the projects and to guide the field staff and the voluntary workers. Provision of transport to keep the committee's members and the staff mobile for adequate coverage and proper supervision was also made in course of time. During the Second Plan period, the target was to start three more such projects in each district, thus having 1,320 projects in all, 6,660 centres covering nearly 35,000 villages and serving a population of over 2.5 crores.

Towards the close of the first year of the Second Plan, however, certain developments took place which somewhat modified the scheme. An agreement was arrived at between the Board and the Ministry of Community Development that from 1 April, 1957, the Board would start a Welfare Extension Project in each new CD block, being co-terminous with it in area. A joint machinery for its administration and a common pool of staff and a joint budget for a project in the new CD blocks were provided. During the First Plan period, the Welfare Extension Projects were as a rule located outside CD blocks and in a large number of cases outside the NES blocks as well. Thus it so happened that the only benefit that some villages got under the First Plan was from the Welfare Extension Projects. During the Second Plan period, the entire rural area was to have been covered by either the NES or CD blocks. So geographically the Welfare Extension Projects would have necessarily to be located in some areas thus covered either by the NES or CD blocks. Despite the geographical implication, however, the programmes in the project and the block remained materially different. The project programme concentrated on intensive organisation of special services for the vulnerable section of the population, such as women and children, and, as has been stated earlier, this was attempted through an agency of

voluntary social workers. The Ministry of Community Development saw a definite advantage, in more ways than one, in having the Welfare Extension Projects located in CD blocks. Each CD block would have a full-fledged programme for women and children with much larger staff than originally provided in its budget and the active cooperation of a large number of women social workers who constitute the project committees. The two schemes thus supplemented each other because the CD block contributed its skeleton staff, viz. a woman social education organiser and two *gram sevikas*, and a part of the budget of the order of Rs. 40,000 over a period of three years. Meanwhile, the budget of every single Welfare Extension Project had also been revised and enlarged, standing at Rs. 33,000 on an average per annum, in the case of original pattern projects and at Rs. 1,76,000 for three years in the case of the coordinated projects. The number of Welfare Extension Projects sanctioned up to March 31, 1958 was 435 original pattern and 58 coordinated pattern projects, making a total of 493 projects.

#### *Urban Family Welfare Schemes*

While the Board introduced a country-wide scheme in the nature of Welfare Extension Projects to restore the balance between the rural and urban development, it discovered during the course of its work that there were certain needs which had remained unmet in urban areas. One of them was the problem of lower middle class families, particularly of the so-called "white-collar employees" such as clerks, teachers, etc. Their incomes were inadequate to meet their economic and cultural needs. At the same time, it was not possible for their womenfolk to go out of their homes for work. Either it was considered beneath their dignity to do so or, if that was not the consideration, the difficulty was of leaving their children uncared for. In order to meet this problem, the Board hit upon a scheme to provide employment to women of such families right in their homes. An *ad hoc* committee of voluntary women social workers was set up to survey one such area where the lower income groups resided and to register about 500 families which needed help. An Industrial

Cooperative Society was formed and registered. Most of the workers who were to benefit from the scheme became members and financial and technical assistance was obtained from the Ministry of Commerce and Industry. An industry such as the manufacture of matches was chosen because it easily lent itself to decentralised processing. Six out of the nine processes could be carried out at home where the raw material was distributed by a van in the mornings and processed material was collected in the evenings and brought to the factory for giving the finishing touches, packing and despatch for sale. Training was given to the prospective workers in the various processes, at the end of which an average worker could earn anything from Rs. 1.25 to Rs. 1.75 a day. The first scheme was started in Delhi and on watching its successful results, similar cooperatives were started in Hyderabad, Vijayawada and Poona. More such cooperatives are under way in various States, in which other suitable industries will be taken up.

It must be remembered that the Central Social Welfare Board acts only as the sponsoring agency in this regard and looks after the welfare aspect of the family life, such as setting up of creches to look after the children of working mothers and other allied problems.

### *Social and Moral Hygiene and Aftercare Programmes*

This scheme, which was worked out later, is more complicated not only because it has to be adapted to different kinds of persons, but also because several Ministries at the Centre and several Departments in the States have to take combined action, in co-operation with various voluntary organisations.

There is the not so difficult case of the woman or the adolescent who has been maintained for some time in a destitute home or an orphanage, but who has not acquired either training or economic stamina for taking up an independent and honourable employment. There is the more difficult case of the juvenile delinquent, and of the man or woman who has gone to jail, more often than not for some trivial offence, and is, thereafter, kept by the consequent stigma outside the pale of society,

seldom again able to lead the life of an honest citizen. There is the case of the deserted or the destitute woman in moral danger, and there is the most difficult case of the woman who has been rescued and does not know to what to turn her hand so that she could lead a respectable life of her own.

The Central Social Welfare Board had appointed two Advisory Committees in December, 1954, under the Chairmanship of Srimati Dhanvanthi Rama Rau and of Sri M. S. Gore, to study these problems and formulate workable solutions. After these Committees reported in September-October, 1955, the Board, in a virtual race against time, got their main recommendations accepted by Government, a workable programme formulated on this basis with the help of a Committee, with Srimati Indira Gandhi as Chairman, and on which all the Central Ministries concerned and the Planning Commission were represented, and, what is more important, and was more difficult, the necessary provision included in the Central and State Plans. Special efforts were made simultaneously to ensure that State Governments appreciated the essentials of the scheme and began preliminary arrangements for implementing it.

This is an aspect of work which is being attempted for the first time on a country-wide basis. The problem itself is not essentially urban, but comes to a head in urban areas, and is best tackled in the towns. Furthermore, the keystone of the programme is economic rehabilitation through the production units attached to the State Homes, each production unit having an employment capacity up to 500, while the number of inmates in a Home would be 100. It is thus important to locate these Homes and production units in towns.

The additional number employed in the production unit will include, in addition to the inmates of the Home, those who have left after rehabilitation, and other normal citizens who do not require aftercare, but only employment. This admixture is also expected to help the process of social readjustment.

Thus by the end of March 1958, 31 Homes and 94 District Shelters/Centres had been sanctioned as against the Plan target of 80 Homes and 330 Shelters.

*Training of Personnel*

The Central Social Welfare Board required a large number of the right type of personnel in a short time to implement its schemes, namely, about 1,600 midwives, 6,000 *gram sevikas* and 6,000 *dais*, according to the original programme; the number of *gram sevikas* alone went up to 11,200 after integration with community development work. Special difficulties arose because all these workers had to be women, and it is more difficult to recruit the right type of women in the required numbers, from the very areas where they would have to work, than to organise training for them. They had to be of the age-group of 20 to 35 years, since what was required was not mere educational qualifications but a certain maturity of mind which would render them acceptable to the women among whom they had to work. Nor should they be so old as to have forgotten the schooling they had received some years earlier. A further problem was that a *gram sevika* who was married could work only where her husband was working, and an unmarried girl required a close relation at or near the centre of her work. Some areas like Rajasthan, Bihar and Orissa presented further problems, since there it was difficult to obtain an adequate number of women with the minimum educational qualifications of middle school pass.

But the Board had also certain counterbalancing advantages. It had a network of honorary women social workers in every State Board and Project Implementing Committees in the districts. They know the local women, from amongst whom it was comparatively easier to pick up suitable candidates. Assistance in this regard was also available from the many voluntary welfare institutions aided by the Board, some of whom were taking care of the destitute and the deserted. Between these two groups of organisations, it was possible to get hand-picked women of the right type. Thereafter, the training was entrusted mostly to non-official institutions, like the Kasturba Gandhi National Memorial Trust and a number of health training centres, who knew the human difficulties of the people among whom the trained candidates would have to work.



The training of *gram sevikas* has been entrusted to the Kasturba Gandhi National Memorial Trust. Initially, 15 training centres were started by the Trust in different States, 5 centres were added in the second year and another 4 centres were added later in areas inadequately covered. By the end of March 1958, 2,561 candidates were admitted to the training course and 2,274 *gram sevikas* have since completed their training. The Trust is arranging for training additional instructors, setting up some more centres and, thus, increasing the annual out-turn of *gram sevikas*. The Central Board is also examining the possibility of sending some of its candidates for training in the centres run by the Home Economics Wing of the Ministry of Food and Agriculture, where *gram sevikas* are being trained for work in the community development areas.

About 300 midwives have undergone a two-year course of training in 29 institutions/hostels recommended by the Ministry of Health. By September 1958, 171 midwives have completed their training, the results of 46 trainees were awaited and 51 candidates were still under training. It has since been decided to discontinue this training programme as alternative arrangements have been made to provide midwives in the community development blocks attached to the primary health unit.

Thus, in addition to employing *mukhya sevikas*, *gram sevikas* and midwives trained under various programmes, the Board will also employ about 7,600 *dais* trained under a programme drawn up by the Ministry of Health in collaboration with the State Governments and about 3,400 trained craft instructors. The total number of trained personnel employed by the Board would be 24,170 by the end of the Second Plan period. This staff will work side by side with 1,120 women social education organisers, 4,480 midwives, 2,240 *gram sevikas* and 8,860 Balwadi teachers, a total of 16,700 workers.

### CHAPTER III

## ADMINISTRATIVE STRUCTURE OF THE CENTRAL SOCIAL WELFARE BOARD

AS A BODY constituted by a resolution of the Government of India, drawing all its funds from Central revenues, the Central Social Welfare Board is broadly subject to the same administrative and financial procedure as other governmental bodies. A certain amount of elasticity has, however, been provided in the very composition and constitution of the Central Social Welfare Board which leaves to it a degree of initiative and a measure of autonomy in administration.

The Board derives this "freedom from protracted procedure" from the following factors :

- (a) The predominance of non-official members in the Board;
- (b) appointment of a Chairman from amongst non-officials of standing in the field of voluntary social welfare;
- (c) the arrangement to let the Board have a separate bank account of its own and giving it powers to spend and to make direct payments from out of the funds allotted to it without further reference to the Government of India or to other paying authorities like the Accountant General and the Treasury Officer;
- (d) giving powers to the Board to devise new programmes and schemes within the broad recommendations in the Social Welfare Plan, subject, of course, to general approval of the Government of India; and
- (e) the power to create posts up to a certain level.

The factors which ensure that the Board uses its powers in conformity with the established administrative and financial procedures are as follows :

- (a) Representation on the Board of high officials of the



Ministries concerned with Social Services and Welfare Services and also of Finance;

(b) providing the budget for the Board in the general budget of the Ministry of Education, subject to the usual regulations;

(c) making the Board answerable to the Parliament through the Ministry of Education;

(d) submitting the Board's accounts to audit by the Accountant-General Central Revenues; and

(e) recommending the adoption of the same set of fundamental and supplementary rules as are observed in Government Departments.

It may be mentioned here that all the powers necessary for the fulfilment of the charge assigned to the Board are vested in the Board as a whole, consisting of the Chairman and Members. In regard to the formulation of policies and programmes, devising of schemes and sanctioning of grants, the Board exercises its powers itself, except in such matters as it may deem fit to delegate to the Chairman and/or Secretary and/or to any sub-committee appointed by the Board. It is, however, open to the Chairman and Members individually or jointly to place before the Board any policy matter for consideration and decision. According to the rules and regulations of the Central Board, they are required to have at least four meetings in a year "and not more than four months shall elapse between any two meetings of the Board." According to the Rule XII(1) "The Board shall, in each year, submit its budget for the ensuing year for the sanction of the Government of India on or before such dates as may be prescribed by them." It is also stipulated under Rule III Section 12 (Budget) that, "proposals involving expenditure extending beyond the period of the Plan shall not be included in the budget without the previous approval of the Government of India". This procedure also implies that the Board shall not spend on any scheme, programme or activity without the approval of the Ministry of Education, Government of India.

The officers of the Board are the Chairman and a Secretary. As has already been mentioned, the Chairman is nominated by the Government of India from amongst the non-official members

of the Board. The Secretary, on the other hand, is not a member of the Board, and is appointed by the Government of India in consultation with the Chairman of the Board. Apart from the functions of the Chairman to preside over the Board's meetings and the Secretary's functions to keep a record of the proceedings of the Board's meeting and to provide the necessary secretarial assistance, there are no other powers vested in these two officers except those which are specifically delegated to either one or both of them under the rules or by special resolutions.

The Chairman is the executive head of not only the Central Board but also of the entire country-wide network that has been set up under it. The Secretary has to assist the Chairman in the day-to-day execution, supervision and follow-up of the various schemes initiated by the Board.

In view of the fact that the Board is a body of a somewhat novel structure, much of the success of the Board's work depends upon the vision, the organisational ability and the dynamism of the Chairman and the administrative calibre of the Secretary. The fact that the Board's work has progressed far beyond the initial expectations would go to indicate that the Chairman and the Secretary have played their roles with singular success.

However, in any organisation like the Board, which depends upon non-official efforts, no amount of efficiency on the part of one or two individuals, howsoever highly-placed, would indeed bring out a speedy expansion of a country-wide network without the intelligent and active cooperation of their colleagues and fellow-workers in the movement.

The Members of the Central Social Welfare Board have taken up considerable responsibility in guiding, directing and developing the Board's schemes in the States by taking over charge of the work of one zone each, comprising one or more States depending upon the volume of work coming from each State. Some of the more important functions that the Members have carried out in their respective zones may be detailed as follows :

- (a) Touring the areas in her charge as frequently as possible;
- (b) interpreting the established policies, programmes and

procedures to the State Board, the Project Implementing Committees, the project staff and to the general community in the project areas;

(c) to act as a liaison between the Central Social Welfare Board and the State Social Welfare Advisory Boards on the one hand and between the Central Board and the State Governments on the other, with a view to clearing any bottlenecks in the speedy and smooth implementation of the schemes;

(d) to assess the problems and difficulties of all participating agencies in the area of her charge and to report them to the Central Social Welfare Board for decision; and

(e) to visit the institutions aided by the Board, as also the training centres for *gram sevikas*, midwives, etc. in their respective areas and play the same interpretative and liaison role, as described above.

The work of the office of the Central Board is carried out in the various sections which have evolved along with the programmes activities of the Board over the last four years. These sections are as follows :

- |                                  |                                 |
|----------------------------------|---------------------------------|
| (i) Grants-in-aid                | (v) Urban Family Welfare        |
| (ii) Welfare Extension Projects  | (vi) Training                   |
| (iii) Finance and Administration | (vii) Information and Publicity |
| (iv) Aftercare                   | (viii) Coordination             |

#### *Grants-in-Aid Section*

This section is staffed by eight Inspecting Officers, four of whom are women. The qualifications prescribed for the Inspecting Officers are of two types: one set requires persons having training and/or experience in the matter of maintenance and inspection of accounts or generally in financial administration; the other set requires persons trained and/or experienced in social welfare.

The division of work amongst the Inspecting Officers is on the basis of States—each dealing with a group of two or three, depending mainly upon the volume of work pertaining to each

State. Each Inspecting Officer is assisted by a Technical Assistant and other clerical staff, all together constituting one unit. The functions and duties of Inspecting Officers have been evolved over a period of time. In the beginning, they were considered to be the field staff and worked as such. Later, it was found that for an Inspecting Officer to give the maximum possible benefit of his guidance to the aided institutions, it was necessary to acquaint himself with the case-history of these institutions as represented by the records in the office since the first application was received. Thus, the Inspecting Officer came to be associated with the scrutiny and processing of the applications received from voluntary welfare institutions. In the year 1953-54 when the Central Board's advisory counterparts in the States had not come into being, the Central Social Welfare Board entertained applications direct from the voluntary welfare organisations in any part of the country. Later in the year 1954, the State Governments in consultation with the Central Social Welfare Board constituted the State Social Welfare Advisory Boards very much on the same pattern as the Central Board, with the difference that the sanctioning authority continued to be vested in the Central Board. After the State Boards came into existence, the procedure of inviting applications direct was discontinued and instead welfare organisations were asked to apply to the respective State Boards which, after initial scrutiny, recommended applications to the Central Board for consideration. In this latter case, every applicant institution was asked to send one advance copy direct to the Central Board's office.

The duties of the Inspecting Officers, therefore, start with the receipt of the advance copy of the application. When the State Board's recommendations are received, the relevant information from the applications is tabulated together with the State Board's recommendations in a certain proforma designed for the purpose. It is open to the Inspecting Officers to add their remarks on the proforma for submission to the Central Board. The Inspecting Officers' remarks might be based either on their personal observations during their previous visits to the concerned institutions or on the basis of records available with them. After the Board has met and decided whether or not to sanction

a grant to a particular institution and if so, how much and on what conditions, it is again the Inspecting Officers' task to correspond with the institutions. To the institutions to which grants are sanctioned, the Inspecting Officers prepare letters of sanction embodying the amount of the grant, the purpose for which and the conditions on which the grant has to be utilised. They call for the estimates of expenditure on the approved programme taking the Central Board's grant and the matching contribution expected from these institutions into account. It is again the Inspecting Officers who recommend the release of the grant or an instalment of it after the Secretary has approved the estimates. The release of grants takes place from the Finance and Administration Section. The Inspecting Officers then set out in the field to visit the institutions and to help them draw up a programme for the utilisation of the grant and later to inspect whether or not that has been properly done. With the appointment of Inspectors and Welfare Officers in the States in the year 1955, the Central Inspectorate has left the fuller and more detailed inspection to them and have confined themselves to some of the outstanding problems which come up from the States. The Central Inspectorate watches the utilisation of the grants. It is only when the grant has been fully utilised within the specified period and on the stipulated conditions and when the audited statements of accounts have been received and accepted that the file is closed. Usually, before this process is completed, the institutions which apply for year-to-year grants again send up their subsequent applications. In regard to the others, which under the Second Five Year Plan have been categorised to receive continued assistance for the Plan period, the case remains alive throughout the period. It is thus a continuous process and the experience acquired by the Inspecting Officers has proved very valuable both to the institutions and to the Board: to the institutions, because it is they who have brought to the notice of the Central Board the various problems and difficulties with which the institutions were faced and it is the report of their experiences that has been taken into consideration by the Central Board in changing its policies and procedures to suit the requirements of the institutions. The

Inspecting Officers are the "eyes and ears" of the Board and have acted as such. Their services have been useful to the Board in so far as the Board has been perfecting the principles of grants-in-aid and the techniques of assistance both financially and technically on the basis of the Inspecting Officers' experience.

It may be pointed out here that the Inspecting Officers work under the general guidance and supervision of the Secretary. Recently, the Board has decided to appoint an Administrative Officer (Grants) to direct, supervise and guide the Inspecting Officers and to coordinate their work so as to make it more effective. The entire correspondence is carried out by the Inspecting Officers themselves; but in any matter which requires either financial sanctions or administrative approval, they have to take instructions from the Secretary. In certain cases of change of purpose or any other change not envisaged at the time of the sanction of the grant by the Board, the matter is referred to the Chairman who may take necessary action under the powers delegated to her and report the matter at the next meeting of the Central Board for information.

#### *Welfare Extension Projects Section*

An Officer on Special Duty whose services have been specially loaned by the Planning Commission to the Central Social Welfare Board heads this section and looks after the administration of the Welfare Extension Projects scheme from the Central Office. He keeps himself acquainted with the progress and the problems arising out of the welfare extension projects by frequently touring different States, visiting Projects, discussing the scheme with the Chairman and members of Project Implementing Committees and with all officials and non-officials associated with this scheme in the States.

The Officer on Special Duty is assisted in this work by a set of Research Officers and Technical Assistants. They examine the proposals received from the State Boards in the following essential respects.

Before a scheme is considered, a Project Implementing Committee, consisting mainly of non-official women social workers

of the area has to be formed, and the probable project area surveyed with a view to assessing the primary needs and to ensure that services already existing in the area are not duplicated. A district map indicating the project area and the location of the proposed welfare centres along with budget estimates have to be submitted. Once the scheme is approved, the money is made available to such project committees through the State Boards and the latter made responsible for sponsoring, supervising and guiding the projects. Raising the required matching contribution is essential for sanctioning the welfare extension projects schemes. Each district has a Project Implementing Committee for all projects of the original pattern located in that district. It consists mainly of non-official women social workers of the district and one or two district officials to ensure that their co-operation is readily available.

The staff working in the Projects Section is not only responsible for scrutinising the project schemes received from the State Boards but also to follow their progress periodically and to attend to all the matters, administrative, financial and technical that may arise during the course of its working. Each scheme is carefully examined with a view to assessing the right type of welfare services needed in the project area; to see that the scheme once started will not be held up due to lack of voluntary contributions; to ensure that the location chosen for starting the centres is the best possible and that there will be no duplication of services. Occasionally, the Research Officers are also sent out in the field to acquaint themselves with the actual working of the projects and to report on special problems in the field.

Budget estimates submitted are scrutinised to see that provisions under various heads are in order. As the policy undergoes changes in the light of experience gained in implementing the scheme, it is for the Research Officers to see that the State Boards and the Chairmen of Project Implementing Committees are acquainted with the changes. From time to time the State Boards are asked to send points and any practical difficulties encountered in the working of the project scheme. These are thrashed out at the annual conferences of the Chairmen of State Boards or whenever Chairman, Members and Officers of



the Central Board visit the States. Regional Conferences of the Chairmen of Project Implementing Committees are arranged where they and the *mukhya sevikas* are also invited to attend. This provides an opportunity for a heart-to-heart discussion of common problems and special practical difficulties faced by the Project Implementing Committees in the implementation of the welfare programmes. Thus the Central Board keeps in close touch with the activities in the field, and when need be, suitably modifies its broad policy of creating services in areas where they do not exist to keep pace with the changing needs of the people.

The Projects Section calls for periodical progress reports regarding the working of projects and the utilisation of funds placed at their disposal through the State Boards.

In the light of experience gained, the Projects Section at the beginning of the Second Five Year Plan drew up a standard three-year budget for the guidance of State Boards and Project Implementing Committees to avoid unnecessary delay involved in scrutinising the sanctioned individual project budgets every year. Measures like these are constantly being thought of to ensure that the scheme works as smoothly as possible. The Board pays its contribution towards the Project budget in advance in two pay-yearly instalments subject to adjustment on the basis of actual expenditure. Initial payments are made on the basis of unaudited statements of expenditure and adjusted subsequently on the basis of audited statements of accounts.

The Officer on Special Duty holds periodic informal meetings of the staff in the Section when the work is reviewed and any general or special problem arising in the administration of the scheme is discussed. New trends in policy are also gone into a greater detail and suggestions noted as to how best to implement them. This helps the Research Officers and Technical Assistants to keep themselves up-to-date about the progress of the scheme in various parts of the country.

The Projects Section also deals with the work of project building grants. As the Welfare Extension Projects scheme got under way it was increasingly felt that in many places the work was hampered for want of good and sufficient buildings to run the



project activities. Difficulties were also experienced by the project centre staff in getting suitable living accommodation in the villages. The Central Board at its meeting in July 1955, therefore, decided to give grants for construction of buildings for project centres.

The size of the grant varies from Rs. 2,500 to Rs. 5,000. The Project Implementing Committee has to secure a suitable plot of land for the construction of the building. Additional contribution in cash or kind are required to be raised to the extent the Project Implementing Committees' plans and estimates require in addition to the Central Social Welfare Board's grant.

A set procedure has to be followed and the Projects Section which processes the applications received for building grants ensures that the land transfer deed is in order and registered in the name of the panchayat, State Government or the Central Government. Also it is ensured that the area of land being donated is sufficient for putting up the building and that the necessary local contribution has either already been promised or raised. Once the grant is sanctioned by the Chairman, it is released to the State Boards, which in turn ensures that the Project Implementing Committee has completed all the formalities before placing the money at their disposal.

The Projects Section maintains records of the projects sanctioned, the funds released, contributions made by the State Governments and the amount raised through local contributions.

This Section assists the Chairman in corresponding with the State Governments on questions like reconstitution of State Boards, suggesting names for filling up vacancies due to resignations and organisational and administrative matters.

On all matters relating to Welfare Extension Projects, correspondence is done through the State Boards. Quarterly reports, statements of expenditure, etc., are also called for from each project. Circular letters explaining the changes in the scheme or decisions on certain aspects of it are conveyed to the State Boards.

#### *Finance and Administration Section*

This Section deals with the administration of the Board and also

controls its purse strings. It is in the charge of the Administrative Officer who is assisted by a Superintendent and two Assistant Superintendents with some clerical staff. Unlike other sections, it is more like a section in a Government office, where the Branch Officer is in overall charge and is assisted by one or more Section Officers.

The Board follows, as far as possible, in administrative and financial matters the rules framed by the Government. In the matter of recruitment of staff, the Government rules are very closely observed inasmuch as selection is generally made by the Standing Committee of the Board, and in the case of clerical staff by a departmental committee within the Board. The terms and conditions of the employees of the Board are also closely similar to those of the Government employees of similar status. As in Government offices, service records are kept for all members of the staff.

In the matter of purchases, e.g., bulk purchases of jeeps, stationery articles, etc., they are arranged through the departmental agencies of Government and other small purchases are made after calling for quotations from the open market.

As regards the disbursements made by the Board, the procedure followed by the Board differs from that followed by Government. This is mainly due to the fact that the Board is "autonomous" and is empowered to incur expenditure on its own within certain limits. It is not necessary for the Board to submit their bills to any audit officer for pre-or post-audit.

The Board has a bank account in the State Bank to which the releases made by the Education Ministry are credited. The account is operated jointly by any two of the following officers, namely, (i) Chairman; (ii) Treasurer; (iii) Secretary.

This Section frames the budget of the Board and periodical revised estimates based on approved sanctions, anticipated requirements and actual expenditure in the preceding years. It also accounts for all the receipts and expenditure of the Board in detail and prepares actual expenditure statements for the information of the Board.

There are certain standing charges like pay of establishment, etc., for which this Section prepares bills periodically without

obtaining sanction separately every time. For other items of expenditure of a contingent nature this Section obtains sanction in each individual case from the Secretary or other officers authorised for the purpose, after satisfying itself that the expenditure is within the budget provision. Similarly, the other Sections also obtain the approval of the Secretary, to release money to institutions, projects, etc., against the sanctions of the Board or budgets approved for them. On the basis of those sanctions, bills are prepared in this Section and passed for payment by the drawing officers. Money is then drawn from the bank through cheques prepared on the basis of those bills.

In the case of release to various voluntary welfare institutions, State Boards, projects, training institutions, etc., this Section arranges to obtain demand drafts from the Reserve Bank of India and forward them to the parties concerned.

In the framing of the budgets of the State Boards and projects this Section is closely associated. The budget proposals which are received by the various sections are passed on to this Section after scrutiny by them and they are examined in this Section from the point of view of the overall budget of the Board. This examination is very helpful as it acts as an independent second opinion on the budget proposals.

The Finance Section is also associated effectively before releases to the State Boards, projects and training institutions are made. The audited accounts in respect of expenditure incurred from releases made by the Board are received by the respective Sections who, after examining them, pass them on to the Accounts Section for a critical examination from the finance point of view. This Section advises the other Sections as to whether the money already released has been utilised properly and how much more should be released, keeping in view the budget provision, the general tenor of account-keeping in the project/State Boards and so on.

The employees of the Board are eligible to subscribe to a Provident Fund at a minimum rate of  $8\frac{1}{3}$  per cent of their basic emoluments and the Board also contributes at that rate. The rules governing the Provident Fund are based more or less on similar rules obtaining in Government Departments. This

Section also controls this fund which is kept in a Savings Bank Account in the State Bank. The Government has recently agreed to the investment of a part of the deposit in the fund in National Savings or giltedged Government Securities after making sure that the amount so invested would not in any way hamper the working of the fund.

This Section is also responsible for presentation of accounts to audit annually. In the first year of the Board's existence, the audit was conducted by a firm of Chartered Accountants and in the two subsequent years the Accountant General, Central Revenues, has taken over the audit. The objections and irregularities pointed out by audit and the audit report and audit paragraph for the Public Accounts Committee prepared by them are examined by this Section in consultation with other Sections and necessary action to remedy them or to point out the correct position to audit is taken by this Section.

### *Aftercare Section*

This Section deals with the programmes of Aftercare and Social and Moral Hygiene arising out of the recommendations of the two Advisory Committees set up in 1954 to go into the question.

The role of the Central Board in the implementation of the Aftercare and Social and Moral Hygiene programmes is that of a sponsor, coordinator and adviser. At the Central level, it coordinates different aspects of the work being done in four or five Union Ministries; viz., Home Affairs, Finance, Labour, Health, Education and Commerce and Industry, which are bearing part of the expenditure and providing some services in the State Homes and District Shelters.

All schemes under the programme are forwarded by the State Governments to the Union Ministry of Home Affairs. The State Social Welfare Advisory Boards play an advisory role at the State level in helping the State Governments to finalise the schemes and to see whether there are any voluntary agencies of good standing and with experience who could be entrusted with the running of these Homes and Shelters. Copies of all schemes are simultaneously received in the Central Board, where these

are independently scrutinised and comments forwarded to the Home Ministry for their guidance and information. Close liaison is maintained in the sense that invariably before conveying sanctions to the State Governments, the Home Ministry conveys its line of action to ascertain the views of the Central Board. Frequent discussions and mutual consultations on the State Government proposals between the officials of the two Departments take place.

This Section also maintains close contact with other Union Ministries responsible for implementation of parts of the programme like setting up of "Production Units", training in some arts or crafts, sending inmates of State Homes for training as auxiliary nurses or midwives, etc. It ensures that once the Home/Shelter starts functioning, no time lag occurs for the programme to get under way.

A manual for the guidance of Managing Committees which have to be set up to run the Homes/Shelters is under preparation in the Section. Those Managing Committees consist mostly of non-officials (not more than one-third being officials) with a non-official Chairman. For Homes and reception centres for women, the Chairman, as far as possible, has to be a woman. Representatives of voluntary agencies experienced in the work are also associated. In cases where the work is entrusted to a voluntary agency, half the members on the Managing Committee can be from that agency and the other half, both officials and non-officials are to be appointed by State Governments in consultation with the Central Board.

### *Urban Family Welfare Section*

A Technical Assistant under the guidance of the Administrative Officer handles the office work relating to this scheme. One of the fields of activities under the auspices of the Central Social Welfare Board is a programme for the welfare in urban areas of the families of lower middle class income groups, intended to provide sources of additional income for the families. Details of the programme in general have been settled with the Union Ministry of Commerce and Industry.

The State Board addresses the Central Social Welfare Board for setting up a unit in a particular area. The Central Board constitutes an *ad hoc* committee of local women workers and representatives of various welfare organisations working in this area. This *ad hoc* committee conducts a survey of the persons of this class to be covered in that area who are likely to do part-time or full-time work and initiates and processes the formation of a Cooperative Society of worker members. The Union Ministry of Commerce and Industry have provided Regional Directors who assist the State Board to draw up the scheme. The Union Ministry of Commerce and Industry examines the scheme and the necessary financial assistance, mainly in the shape of interest bearing loans and grants is given by them. Copies of the application are sent to the Central Social Welfare Board and to the Ministry of Commerce and Industry through the State Government. A Managing Committee for managing the Industrial Cooperative is nominated by the Union Ministry of Commerce and Industry which normally consists of about seven members of whom two will be State Government officials, one Central Government official from the Regional Institute and the remaining four members nominated by the Central Social Welfare Board, one of whom is from amongst the worker members.

### *Training Section*

It would be obvious to any casual observer of the Board's programmes that they have progressed fast and have expanded widely. Naturally a large number of workers were required at various levels to take their places in the various schemes. Since sufficient numbers of the right type of personnel were not available, the Board had to sponsor a large scale training programme for the personnel they required. The training of *gram sevikas*, midwives and the aftercare personnel, etc., has been sponsored by the Board during the First and Second Plan periods. A small cell in the Central Board's office looks after this work. When training schemes are formulated the correspondence with the training institutions and the State Boards is carried out by this

Section. The staff in this cell consists of a Research Officer, and a U.D.C. It is also necessary to compile the various facts and figures about the requirements of trained personnel year after year in each State and linguistic region and relate them to the capacity available in the approved training institutions. Posting of personnel on the successful completion of their training is, however, the responsibility of the Projects Section. The necessary coordination in this regard is effected by the Officer on Special Duty in the Projects Section.

### *Information and Publicity Section*

An Information Officer, assisted by other technical staff and a staff artist, looks after the Information side of the Central Social Welfare Board's activities. He is responsible for preparing special features which are released to the press from time to time. Periodically handouts about the progress made under the various schemes and programmes of the Central Board are also made available to the press for all-India publicity. The Information Officer covers all important meetings of the Central Board where policy decisions and grants-in-aid to voluntary institutions are sanctioned, the Annual Conference of the Chairmen of State Boards, Regional Conferences of Chairmen of Project Implementing Committees and important events in the course of the tours undertaken by the Central Social Welfare Board in various States in the country.

The staff artist and other technical staff are responsible for the means and media of publicity, etc. An exhibition on the multifarious activities of the Central Board was put up by this Section at the time of the Conference of State Board Chairmen during April, 1957. This exhibition is intended to be a mobile one and it is intended to send it to the various State Boards for display in their respective areas.

The programme of the Central Social Welfare Board to have documentary films made on the various aspects of social welfare connected with the activities undertaken by it is also the responsibility of the Information Officer. The help of the Ministry of Information and Broadcasting, Government of India, is



taken in the actual production of these documentaries. So far four documentaries have been produced and released throughout India:

- (i) Citizens regained
- (ii) Maa
- (iii) Deserted Wife
- (iv) Gram Kalyan (on training of *gram sevikas*).

For wider coverage these documentaries are being made on 16 m.m. film and dubbed in regional languages as well. One more documentary on the Welfare Extension Projects scheme is under production at present.

*Publicity Section (English and Hindi Magazines)*

*Social Welfare*, the official monthly English magazine of the Central Social Welfare Board, is brought out by the publicity Section, under the charge of an Executive Editor. She is in overall charge of the publication. Her main duties are the planning of the magazine and deciding the subjects of the special issues focussing attention on particular social problems each month. She decides whether to accept or reject the matter received for publication in the light of the editorial policy. Frequent tours of various States and visits to voluntary welfare institutions and project centres are also undertaken by her with a view to getting first-hand information about their working and to provide the readers with a realistic and personal picture of the activities carried on. Part of her duty is to attend important conferences and meetings having a bearing on social welfare problems and to maintain contact with the leading personalities in the field whose experiences are brought out in the shape of interesting articles.

The Executive Editor is assisted by an Assistant Editor, a Production Assistant and a Technical Assistant and other clerical staff in her work. This Unit also assists in the production of other publications of the Board.

The Assistant Editor who is in charge of bringing out *Samaj*

*Kalyan*, the Hindi monthly magazine of the Central Social Welfare Board, is assisted in his work by a Production Assistant, a Translator, a Technical Assistant and other clerical staff.

The Assistant Editor's duties are similar to those of the Executive Editor of *Social Welfare* with the difference that he has to put out his magazine in altogether a different style so as to suit the requirements of the Hindi reading public. Some of the leading articles appearing in *Social Welfare* are translated into Hindi or *Samaj Kalyan* from time to time. He also goes on tours to have a personal knowledge about the working of various schemes of the Board.

The work and duties of the Production Assistant are similar to those being performed by his counterpart in the (English) *Social Welfare* Section.

The Staff Artist working under the Information Officer does all the art work needed for the two monthly magazines published by the Central Board or any other work in the Board requiring an artist's assistance.

There is a Technical Assistant in charge of the Business Unit helped by clerical staff. The functions of this Unit are :

- (i) Distribution of the two magazines;
- (ii) selling other Central Social Welfare Board publications; and
- (iii) securing advertisements for the monthly magazines.

The Unit works in close cooperation and with the active help of the Publications Division. Other publications and reports which the Central Social Welfare Board brings out from time to time are also sold through this Unit.

The Unit sometimes sends copies of 'Special Issues' for review and comments of its readers which are then published in subsequent numbers of the magazines.

#### *Coordination Section*

The Section is under the charge of a Superintendent who is assisted by three Technical Assistants and other clerical staff.

Broadly speaking, the Section maintains coordinating contacts between the Central Social Welfare Board and various Ministries of the Central Government as also the Planning Commission and State Governments. The Section also attends to Parliament questions and the work relating to the Board's meetings and State Board Chairmen's Conferences. The work of the Section includes :

- (a) Circulation of notices, agenda, agenda papers and minutes of meetings and conferences;
- (b) preparation of sanction lists of voluntary institutions aided by the Board, giving name, amount of grant and purpose;
- (c) preparation of statistical statements showing State-wise, subject-wise and category-wise data on grants sanctioned; and
- (d) circulation of sanction lists among Central Ministries to avoid overlapping of Central assistance and scrutiny of similar sanctions made by Central Ministries.

Since 1955, the Ministry of Home Affairs have agreed to extend financial assistance to voluntary social welfare institutions working for scheduled castes. Applications from such institutions are forwarded to the Ministry through the Commissioner for Scheduled Castes and Scheduled Tribes with the recommendations of the Central Social Welfare Board. The sanctions given by the Ministry are conveyed to the Inspecting Officers concerned for intimating to the institutions.

The National Small Scale Industries Corporation set up by the Ministry of Commerce and Industry has launched a scheme of giving out sewing machines to women of lower income groups on a hire-purchase basis. The Central Social Welfare Board has agreed to invite applications from needy women through the State Social Welfare Advisory Boards. The Section receives, examines and forwards the applications to the Corporation.

## CHAPTER IV

### STATE SOCIAL WELFARE ADVISORY BOARDS

THE IDEA TO have some suitable bodies in the States to support the country-wide work of the Central Social Welfare Board was conceived almost a year after the inception of the Central Board itself. There were two main reasons which prompted the Central Board to think of the need of having supportive organisational network in the States. As pointed out earlier, during the course of the first year of its existence the Board had confined its work to giving grants-in-aid to voluntary welfare organisations from all parts of the country. It did not take much time for the Central Board to realise that no individual or body of persons sitting at Delhi, howsoever competent, can possibly do justice to the assessment of the work done by institutions applying for grants from farthest corners of the country. The only factors which had enabled the Central Board to get over this difficulty during the first year were that:

- (i) Majority of the members of the Central Board were themselves drawn from amongst the non-official workers from various parts of the country; and
- (ii) the Board had appointed four panels of experienced non-officials to visit institutions and to make their recommendations.

While each member of the Central Board was no doubt aware of the broad trends of social work in the particular region he or she came from, no single person could indeed claim personal knowledge of the details of the working of the large number of organisations which had come up before the Board for assistance. It was to make up for this deficiency that some four panels on four different fields of work were appointed to go round the country, visit the various institutions and to make recommen-

dations about the *bona fides* and standing of the institution as also with regard to the developmental potential of each institution. While the advice rendered by the panels after a first-hand field survey was no doubt valuable, that itself was sufficient reason for the Central Board to realise the need of setting up some permanent machinery in the States which could continue to do the work which the panels had done on a more systematic and sustained basis.

Another reason that hastened the decision was that the Board thought of sponsoring a new scheme to extend welfare services for women and children into rural areas. Since the Board desired to get this executed also through non-official agencies, it was again felt imperative to have some kind of standing machinery in the States which would advise the Central Board in regard to the various matters that would inevitably come up in the administration of such a scheme.

It was in April, 1954, therefore, that the State Governments were addressed on the necessity of setting up what were called the Social Welfare Advisory Boards in the States and the manner in which that should be done. The first letter in this behalf was addressed by the Prime Minister to the Chief Ministers of the respective States, setting out the general principle on which the Organisation should take place. Signifying as this letter did, the Prime Minister's personal interest, it also facilitated the task of the Central Board very considerably.

In his letter No. 32-PMH/54, dated 23 April, 1954, the Prime Minister wrote : "This attempt that we are making to encourage social welfare activities is, in a sense, rather unique. It is not some Central Authority that is doing it all by itself, nor does the burden of this fall on the local social welfare organisations. It is a certain combination of the two, where the Central Board comes in as a helper and adviser and at the same time the local welfare organisations, who are best suited for it, undertake the work. In this way we can utilise the energy, enthusiasm and initiative of vast numbers of persons all over the country." He further added, "It is important that the States should constitute their State Social Welfare Advisory Boards to supervise this work and to be a link with the Central Board ...."

With the formation of the State Boards, there will be more decentralisation in regard to social welfare work and that will be a desirable development. The present attempt is to organise material to the best advantage and to give it assistance. I am sure that you and your Government will welcome this and give it every cooperation."

The Chairman, Central Social Welfare Board, in her letter following this up, stated "I am happy to inform you that at a recent meeting of the Board one of the resolutions passed was to request the State Governments to constitute the State Welfare Boards. I reproduce the resolution for your information.

'Resolved to request the State Governments to constitute State Welfare Advisory Boards for purposes of better co-ordination between the institutions in the State and the State Governments and the Central Social Welfare Board and also for a wider coverage and intensive study of the working of the institutions in the States and to follow up frequently their programmes and activities'."

She said that, "The vital role that voluntary welfare organisations have played in promoting social welfare despite all odds has been held as the key factor in the Board's work. The Central and State Boards come into the picture only to assist voluntary effort in strengthening, improving and extending their activities." It directly follows, therefore, that the Welfare Boards—as in the Centre so in the States—ought to comprise representatives of these voluntary welfare organisations so as to make the Boards fully responsive and effective . . . Prompted by these considerations, she went to say "the Central Board has emphasised in regard to the State Boards that their non-official character has to be scrupulously preserved."

About the choice of members she wrote to the Chief Ministers "you may have to turn your attention to prominent workers actively associated with All-India Organisations working in . . . The All-India Women's Conference, the National Council of Women in India, The All-India Women's Food Council, The

Kasturba Trust, The Bharat Sevak Samaj, The Ramakrishna Mission and the Advisory Committee on Women on Small Savings are some of the examples of such organisations. This is highly necessary because of the desirability of coordinating the work done by all these bodies. In fact to bring about adequate co-ordination would be an important part of the State Board's work. Any Boards constituted in the States with members unconnected with any or some of the above mentioned organisations will find it hard to command a position for effecting proper co-ordination which is essential for success of welfare work."

The manner of composition of each State Board was so stipulated that half the members—all non-officials and preferably women social workers—would be nominated by the Chairman, Central Social Welfare Board, and the other half consisting partly of non-officials and partly of officials connected with the welfare and development departments in the States to be nominated by the Chief Ministers of the respective States. The association of officials of Social Service and Development Departments was considered essential for the purpose of co-ordination. Latterly, in view of the co-ordination effected between the Welfare Extension Projects of the Central Board and the Community Development Programme, it has been decided to necessarily take the Development Commissioner as one of the official members to be nominated by the Chief Ministers.

From the administrative point of view, this manner of setting up the State Boards secured the direct participation by the State Governments in the formation of the State Boards. In fact, once the composition of a State Board is finalised between the Chairman of the Central Board and the Chief Minister of a State, it is the State Governments which issue the notification announcing the formation of the State Boards. The State Governments have also agreed in all cases to meet 50 per cent of the expenditure on the establishment of State Boards. The other 50 per cent is being borne by the Central Social Welfare Board.

The Rules and Regulations as also the budgets of the State Boards are approved by the respective State Governments and



the Central Board. The reports and accounts of each State Board are also sent to both the parties. Audit used to be done in the earlier years by auditors approved by both and lately it has been agreed to entrust it to the Accountant-General of each State.

In the administration of the State Boards and through it of the various schemes sponsored and/or assisted by the Central Board, the Chairman of the State Board occupies the central position. That is why it was stressed from the very beginning that the Chairman must be a person jointly selected by the Chief Minister of the State and the Chairman of the Central Board. This naturally ensures that the person enjoys the confidence of both. In the choice of the Chairman of each State Board particular care is taken to find a non-official woman social worker of adequate standing in the field of social welfare in that State who would be able to command the respect of social workers and welfare organisations as also of officials and Government Departments. She should be able to devote almost full time to this work.

Some of the more important duties of the State Boards are :

- (a) To act as media for exchange of information between the field and the Centre and vice versa;
- (b) to invite, receive, examine and recommend to the Central Social Welfare Board applications for grants-in-aid from voluntary welfare institutions;
- (c) to supervise generally and report on the working of the aided institutions;
- (d) to advise and assist the Central Board in sponsoring new welfare programmes and activities wherever they are needed within their States;
- (e) to coordinate the welfare and development activities undertaken by the various Departments of the State Government with a view to avoiding duplication; and
- (f) to undertake such other activities as may be conducive to the fulfilment of these objectives.

Recently the process of decentralisation has been carried further. Scrutiny and approval of the estimates of the expen-

diture on the approved programmes of aided institutions has been transferred to the State Boards. The authority of the final decision on the grants to category IV institutions and the powers of approval of the PIC budgets have been delegated to the State Boards.

This is sought to be done by distributing the work amongst the non-official members of the Board on area-wise basis. The official members are not assigned any particular duties except to help in the matter of coordination with the activities of the State Government and to work as liaison between the State Board on the one hand and State Government on the other. They are, however, welcome to visit and inspect institutions and projects, etc. when they go out on their own official tours and give their suggestions at the meeting of the State Board. The non-official members who are usually drawn from various parts of the State are entrusted with the supervision and guidance of work, in two or three districts in a compact zone in or around her normal place of residence. The duties assigned to the non-official members have been designed as follows :

- (a) Touring the areas in her charge as frequently as possible;
- (b) interpreting the established policies, programmes and procedures to the PICs, the project staff and to the general community in the project areas;
- (c) to act as a liaison between the State Social Welfare Advisory Boards and the voluntary social welfare workers and organisations in the State with a view to clearing any bottlenecks that may occur in the speedy and smooth implementation of the various schemes;
- (d) to assess the problems and difficulties of all participating agencies in the area in her charge and to report them to the State Board for decision or for further reference to the Central Board; and
- (e) to visit the institutions aided by the Board as also the training centres for *gram sevikas* and midwives in their respective areas and to play the same interpretative and liaison role as described above.

The Chairman and members are assisted in their work by an office, the size of which varies according to the volume of work in each State/Territory. There are, however, some definite units provided in each State Board's office to handle different types of work. Each State Board is headed by an Office Secretary who is usually a person of the rank equivalent to that of a Superintendent in a Non-secretariat Department of the State Government, very often brought on deputation from the State Government. The Office Secretary's responsibilities include providing secretarial assistance to the Chairman and members of the State Board in inviting meetings, keeping and circulating minutes, etc. He is also responsible for carrying out or to help in carrying out the correspondence of the State Board which extends on the one hand with the Central Board and the State Governments and on the other with the Project Implementing Committees, aided institutions, Training Centres, etc. He is generally responsible for the superintendence of the work of the rest of the office staff under him. There are various units or cells varying in size from State to State. There is one unit or cell to deal with the maintenance of accounts headed by an Accountant, another to deal with the processing of the applications for grants-in-aid that are received and examined by the State Board before forwarding to the Central Board with their recommendations. Yet another Unit deals with the Welfare Extension Projects work including the examination of Welfare Extension Project Scheme that come up from the districts, forwarding instructions of the Central Board to the Project Implementing Committees, etc. In some States there is also an additional unit to deal with the Aftercare schemes, schemes connected with the distribution of sewing machines on behalf of the National Small Industries Corporation to poor but deserving women and other miscellaneous work. These units are duly supported by the requisite number of typing and clerical staff.

To each State Board is also attached one Inspector and one Welfare Officer who are primarily responsible for the inspection of aided institutions and projects and for providing the necessary field guidance for the improvement of their programmes. The number of Inspectors and Welfare Officers is being in-

creased wherever necessary. Amongst the Inspectors and Welfare Officers are persons qualified in maintenance and inspection of accounts as also those trained in social welfare so that they could be in a position to advise and guide the institutions and projects in the proper utilisation of funds and towards the furtherance of properly organised programmes.

It is a part of the State Board's function to organise Seminars and Conferences for the field and supervisory staff connected with projects or for the non-official Chairmen and Members of the Project Implementing Committees and Members of the State Board. This activity has developed during the course of the last one or two years after the State Boards have established themselves on a somewhat secure footing. The main objective of the Seminars and Conferences is to discuss the problems and difficulties which arise during the course of day-to-day work. They either resolve them in the light of the policies laid down by the Central Social Welfare Board or refer them to the Central Board for their consideration.

The State Boards have played a significant role in the development and evaluation of policies and programmes of the Central Board. Because, it is they who have brought to bear upon their work the knowledge and experience of the field problems. For instance, in the manner of giving grants-in-aid to voluntary organisations and the conditions on which these grants have been accorded, considerable change has taken place over the last four years as a result of the difficulties and problems brought up by the State Boards before the Central Board. The State Boards have thus been the main instruments, eyes and ears of the Central Board in the furtherance of their programmes on the one hand and in the review of their policies to keep them as realistic as necessary on the other.

## CHAPTER V

### DISTRICT PROJECT IMPLEMENTING COMMITTEES

THE ADMINISTRATIVE structure that the Central Social Welfare Board has set up at the district level is not similar to its administrative machinery at the Central and State levels. The scope of the functions of the Central and State Boards extends over all the schemes of the Central Social Welfare Board. (The Project Implementing Committees in the districts, however, were originally devised and largely continue to remain bodies for the implementation of a single specific scheme, i.e., the Welfare Extension Projects. The Project Implementing Committees therefore are different from the Central and State Boards in so far as its functions are narrower in compass and that they are more directly concerned with the execution of the Welfare Extension Project scheme at the field level. Gradually, they are being made to participate in other activities as well, e.g., visit institutions when State Board member cannot help in organising economic programmes, publicity, etc.

When in 1954 the Central Social Welfare Board decided to launch a scheme to extend minimum welfare services into rural areas for women and children, it was faced with the problem of devising a suitable machinery for its planning, execution and supervision. One alternative open to it was to set up an entirely official machinery as in the case of National Extension Service or Community Development programmes. The cardinal principle on which the Central Social Welfare Board has been operating, however, dictated its option in favour of a non-official machinery. Normally, the Central Board would have preferred to entrust the Welfare Extension Projects to established voluntary welfare organisations; but since the very idea of starting a scheme of this nature arose because of the non-existence of a large number of suitable voluntary welfare organisations working in rural areas, this course was not feasible. Therefore, while the choice

of a machinery predominantly non-official in character was very clear before the Central Board, it had to take steps to sponsor new machinery for the implementation of this somewhat novel scheme. In view of this, the Board decided that committees (to be named Project Implementing Committees) would have to be set up consisting of a majority of non-officials and a few officials who might be connected with the welfare or developmental effort in the district so as to ensure minimum necessary co-ordination. The non-officials had to be social workers of some standing in the area who would be interested and able to devote almost entire time to the project work. Since the programme dealt with the women and children in the rural areas, it was also natural that the non-official social workers should preferably be women. It thus came about that in every district where a Welfare Extension Project had to be located a composite committee of a few officials and a large number of non-officials was constituted. The responsibility of constituting these committees was entrusted to the State Social Welfare Advisory Boards. The State Boards, in choosing the non-official members of the Project Implementing Committees gave preference to persons who are actively associated with some voluntary welfare organisations or other work in the district so that each composite committee could enjoy the goodwill and cooperation of the other existing organisations in the area.

While association with a voluntary welfare organisation was an additional reason for the choice of a particular non-official member, he or she was not taken as a representative of the particular organisation with which he or she was previously associated. As it happened, most of these organisations were not working in rural areas where the project started and that, therefore, there was no possibility of any duplication between a PIC and the established organisations from which these members were drawn. On the contrary the experience of these members and of their institutions in the organisation of welfare activities in urban areas was to an extent helpful in the planning and execution of the new scheme itself. It was not as though every Project Implementing Committee was necessarily formed in this manner by the respective State Social Welfare Advisory

Boards. It was open to a group of non-officials to come together and request the State Board to be entrusted with the management of a project in the rural areas of that district. If the State Board was satisfied with regard to their *bona fides* then they invited the Collector to nominate two or three officials connected with rural development and welfare work and recognised and recommended it as a Project Implementing Committee for the Central Board's approval. In view of this, the definition of Project Implementing Committee is set out in the following words : "The PIC is a body set up or recognised by a State Social Welfare Advisory Board and approved by the Central Social Welfare Board with the object of executing Welfare Extension Projects under the direction of the Central Social Welfare Board issued through the State Boards from time to time".

Under the First Five Year Plan when the target of the Welfare Extension Project scheme was to have one Welfare Extension Project for a compact group of 25 contiguous villages, the Project Implementing Committee's strength was set at nine members with 7 or 8 non-officials and one or two officials. The Chairman in all cases was invariably a non-official and preferably a woman social worker. The Treasurer in a large number of cases was chosen from amongst the official members, the two together being responsible for the handling of funds. Later, in the Second Five Year Plan when it was decided to set up four Welfare Extension Projects in a district (including one already started during the First Five Year Plan), the Central Board suggested that with each additional project the strength of the Project Implementing Committee might be progressively increased from nine to twelve and from twelve to fifteen members, with not less than three non-official members from each project area and not more than three officials from the district. In other words, the Project Implementing Committee which was responsible only for one project in a district during the First Plan period was strengthened and made responsible for more projects not exceeding 4 in each district by the end of the Second Plan period.

In the beginning of 1957, however, a change came over in the pattern and phasing of the Welfare Extension Project scheme. As a result of coordination with the Community Development



programmes it was decided that from April 1957 onwards every new project would be located in a Community Development block and would be co-terminus in coverage which was 100 villages. The original target of our projects per district was also revised and it was decided that on an average each district will have only two projects of the original pattern and the original Project Implementing Committee would be in charge of both of them. Any additional project thereafter was to have been located in a CD block and in view of its larger coverage and more complicated pattern, it was decided that a separate Project Implementing Committee would be constituted in each such Welfare Extension Project in the Community Development block. Thus no Project Implementing Committee could have been solely in charge of all the projects in a district. To that extent, the jurisdiction of both types of Project Implementing Committees settled over an area much smaller than a district. The new Project Implementing Committees were at no time to be responsible for more than one project of the coordinated pattern.

The composition of the Project Implementing Committee was somewhat on a different footing than that of the old type. The new Project Implementing Committee was to consist of eight non-official members nominated or approved by the Central Board on the advice of the State Board. Of the other six, three were to be the officials to be nominated by the Collector of the district, necessarily including the Block Development Officer in charge of the particular Community Development block. The other three were to be the representatives of the Block Advisory Committee which consisted mostly of non-officials. Thus the new Project Implementing Committee was to be a committee of 14-11 non-officials and 3 officials jointly nominated as above.

The functions of both the Project Implementing Committees remained substantially the same. In the rules governing these committees, their functions have been laid down as follows :

- (a) Surveying the areas for a new project, location of centres, filling of survey schedule and framing a budget in keeping with the standard model budget worked out by the Central Board;

- (b) proper formulation of the programme of activities for each of the projects and watching their month to month progress;
- (c) preparing the community to receive and participate in the programme;
- (d) making active efforts to raise public contributions both in cash and kind to the required extent;
- (e) regulating material supplies to and arranging expert honorary services for various centres;
- (f) regulating the time-table for the movement of jeeps in all the projects in accordance with the rules separately laid down by the Central Social Welfare Board for the purpose;
- (g) recruitment and appointment of the project staff sanctioned by the Central Social Welfare Board as and when necessary;
- (h) assignment of specific responsibilities evenly to all the members in fulfilment of the Committees' function; the Project Implementing Committee to carry out all its functions in consultation with a Member of the State Board nominated for the purpose.

Each Project Implementing Committee has a non-official Chairman as mentioned earlier and a Treasurer who is very often an official. The functions of the office-bearers are defined as follows :

The Chairman of the Project Implementing Committee shall preside over and conduct the meetings of the Committee. She shall exercise the powers vested in the Project Implementing Committee through the Committee.

The Treasurer shall ensure proper maintenance and audit of accounts as directed by the Central Social Welfare Board and shall, jointly with the Chairman, be responsible for operating the bank account.

The links of a Project Implementing Committee with the respective State Boards were established through their zonal members, each of whom was placed in charge of a few projects around the place of her normal residence. The zonal member

is expected to play liaison role as defined in the functions of the members in the previous chapter. The Project Implementing Committees have also one other link with the State Board through the Inspectors and Welfare Officers attached to them (State Boards). These officers who are mainly appointed for the purpose of providing field guidance, supervision and inspection are expected to be touring frequently and regularly. In the multi-purpose centres of the Welfare Extension Projects, the Project Implementing Committees have a variety of roles to perform. It is the planning and directing authority for the project staff and through them of the project work which it seeks to do within its broad framework laid down by the Central Social Welfare Board. The nature of programmes, the staff pattern, the budget structure are all laid down in broad outlines by the Central Social Welfare Board for the guidance of the State Boards and Project Implementing Committees within which they are expected to function. Initially the supervisory responsibilities of the Project Implementing Committees were directly carried out by the members. Two or three members of each Committee were placed in charge of at least one centre so as to keep their contact close and continuous with the centres and village within their jurisdiction. Subsequently in addition to the field staff, two supervisory posts were created under each Project Implementing Committee. One was that of a Chief Welfare Organiser or a *mukhya sevika* and the other was that of a midwife. With the appointment of these two supervisory staff the responsibility of routine supervision was carried out mostly by them and the other function of community contact and preparing the villagers to receive and benefit from the programme as also to participate in it and to contribute towards it became the main responsibilities of the non-official members of the Project Implementing Committees. The duties of the Chief Welfare Organiser have been laid down in the Manual on the Welfare Extension Projects as follows :

- (a) To plan and organise the activities to be conducted at the project centres in accordance with the Welfare Extension Project scheme and the Project Implementing directives;

- (b) to supervise execution of programmes by the centre personnel in order to ensure systematic progress and minimum standards of efficiency at each centre;
- (c) to scrutinise and initial periodically the diary maintained by each paid worker in a project showing all details of work and activities during the week;
- (d) to check and initial periodically the register showing the attendance in regard to the various activities at each centre, and the equipment register showing the stock and disbursement of supplies;
- (e) to hold periodical meetings with the centre staff for the purpose of mutual discussion of problems and difficulties obstructing the progress of work and to offer guidance and advice regarding the same;
- (f) to maintain a diary of her supervision at each centre and of her visits to all villages in the project. (This diary has to be submitted at each meeting of the Project Implementing Committee);
- (g) to place before the Project Implementing Committee meeting, the progress report on the monthly programme given by the Committee;
- (h) to ensure that the time-table for the use of the jeep during the month, as approved by the Committee has been strictly adhered to; and
- (i) to maintain a monthly statement of expenditure for the Project, centre-wise, which she would place before the Committee at each meeting for its approval.

The supervisory duties of the midwife have not been laid down in such detail partly because her supervisory role is mostly on the technical side of guiding and advising the trained *dais* (indigeneous midwife) and do not include the administrative routine of supervision which is mainly entrusted to the Chief Welfare Organiser. Since these two supervisors hold whole-time paid posts, the non-official machinery of the Project Implementing Committee was considerably strengthened in the proper discharge of its supervisory responsibilities. Each project under a Project Implementing Committee has a team of two super-

visors (*mukhya sevika* and midwife).

At the field level each centre consists of a team of three, headed by a multi-purpose *gram sevika*, that is, a woman village level worker, a craft instructor and a trained *dai*. The incumbents of these three posts are invariably women who hold full-time paid posts. The division of functions amongst the three is suggested by their very designations. The *gram sevika* is a general community organiser who, apart from being in charge of the overall organisation of the centre, is expected to perform some specific duties in the conduct of some of the basic activities of a multi-purpose welfare centre of a project. Conduct of a *balwadi*, creche and pre-basic centre, social education classes for adult women, organising recreational and cultural activities for women and children are within the purview of the *gram sevika*. The craft instructor is expected to conduct classes in arts and crafts for the grown-up girls and adult women in the villages. The trained *dai* handles the maternity cases mostly in the homes of the village women, sometimes in the centres themselves which provide a couple of beds. She also registers cases during the pre-natal period and follows them up during the post-natal stage. Within her competence, she also renders elementary medical services in addition to the first-aid. Wherever the trained *gram sevikas* are working they also are in a position to render first-aid by virtue of the training they receive.

Initially the Central Board had appointed midwives at the centres—each centre catering to five villages. Later, on the advice of the Ministry of Health, it was decided to appoint only the trained *dais* at the centres and to post a midwife only at the project level for purpose of supervision. This step was taken to ensure proper coordination with the Health Plan of the country. A team of these three functionaries is supposed to cover about five to seven villages around the centre. This is attempted in different ways in different projects. Wherever the surrounding villages are within easy walking distance during fair weather, these women visit the surrounding villages on appointed days and conduct similar activities in them. In order to cover villages which are not within easy walking distance the project staff is expected to take advantage of the jeep provided to each project.

Originally each project was given one jeep but during the Second Plan period it was possible to give one jeep only between two projects of the original type. For the new projects covering 100 villages a separate jeep is intended to be provided. Availability of transport for the project staff to each centre is therefore limited and the activities of each centre have to be carried out to the surrounding villages only within the limitations set out above. The other method of doing this is to split up the staff in two places. At the village where only one out of the three workers resides a sub-centre is conducted. The other two visit the sub-centres in turns.

Considering the speed with which a large number of projects were started during the First Five Year Plan period and continued under the Second Plan and the scale on which the project scheme spread itself, it was necessary to draw a large number of women to work in these village centres within a short time. Most of the staff that was available in the first instance was not trained with the exception in some cases of craft instructors, who were trained in the nearby voluntary welfare institutions. The Central Board had, therefore, to sponsor a training programme for its own requirements and in accordance with its principle of encouraging voluntary organisations, again entrusted this programme to the Kasturba Gandhi Memorial Trust instead of setting up a parallel officially administered training machinery of its own. The training programme of the Central Board was set into motion not long after the Welfare Extension Project scheme itself went into operation. A large number of *gram sevikas* are now being made available from out of the 20 centres spread all over the country where the Kasturba Trust is training *gram sevikas* for the Central Board.

For the craft instructors, the Board depended mostly upon the voluntary welfare institutions which train women in some crafts and prepare them for examinations conducted or recognised by the respective State Governments. It may be mentioned that the craft training is also a part of the training of *gram sevikas* and wherever possible the trained *gram sevikas* are themselves conducting the craft classes thus obviating the necessity of appointing separate craft instructors. The Board has further extended

and strengthened the training of craft instructors by coordinating with the training programmes of other bodies like the All India Handicrafts Board, the Khadi and Village Industries Commission, etc. The Board deputs a number of trainees every year to the training centres run by these other bodies.

As for the *dais*, it came to be known that in quite a few States particularly in the South there is no recognised cadre of *dais*, i.e. indigenous midwives and that, therefore, the Project Implementing Committees in those areas appointed what are known as Maternity Assistants, who are literate midwives with some short-term training. Recently, the Union Health Ministry has undertaken a country-wide programme of training *dais*. The Central Social Welfare Board could take advantage of that. For the training of midwives, the Central Social Welfare Board arranged with the Union Ministry of Health to select a few non-official organisations where two-year professional training in Auxiliary Nursing-cum-Midwifery is provided. The Central Board paid the stipends for all the categories of selected trainees on conditions that they serve in the Welfare Extension Projects for a period of three years on successful completion of their training. The training of *mukhya sevikas* has presented some problems and in view of the coordination with the Community Development programme it is now being proposed to get the *mukhya sevika* trained along with women SEOs, who are being placed at the disposal of the Project Implementing Committees on behalf of the Community Development blocks so that both of them would have common training and prepare them for a similar job of work.

Aside the functions which relate to the programmes and activities in the Welfare Extension Projects described in some detail in an earlier chapter, some more functions are coming to be attached to the village level workers in the Welfare Extension Projects. Next to NES and Community Development programmes which have country-wide ramification in the rural areas, the Welfare Extension Project scheme is one which claims to have a similar network in the countryside. A large number of other schemes under the Plan, which also have to carry their message to remote corners of Indian villages were on the look-



out for some established network through which they could propagate their work. The Women's Small Savings Scheme, the Family Planning programme, popularisation of the *Ambar Charkha* and development of handicrafts are some of the examples of the other schemes which stand in need of a machinery like the Welfare Extension Projects. They have the necessary provisions and an appropriate programme. What they lack is the far-reaching staff structure. The Welfare Extension Project scheme on the other hand has got the administrative set-up and a limited programme of its own. This situation affords possibilities of coordination between the various organisations and in recent months attempts have been made to link up the other activities with the Welfare Extension Project programme. The Central Board, however, kept in view the measures of competence of its village staff which cannot undertake too many activities simultaneously without prejudice to their main work.

The Procedure adopted for starting and running a project can be briefly summarised as follows:

The State Board with the help of a zonal member and with the help of non-voluntary welfare organisations and agencies in a particular district constitute a committee and ask it to survey a suitable area for locating the Welfare Extension Project. They are given a standard survey schedule to fill in after a field survey and are asked to indicate the specific activities they would like to start taking care to see that they would not duplicate the activities which are already carried on in the chosen area by official or non-official agencies. Within the schematic budget provided by the Central Social Welfare Board, they also draw up detailed budget estimates and forward this scheme for Central Social Welfare Board's approval together with the survey schedule, the nature of the programme to be undertaken, the budget estimates and a map of the area showing where the centres are going to be located. All correspondence of the Project Implementing Committee is carried out with and through the State Board.

If the scheme is in conformity with the broad pattern laid down by the Central Board, the sanction is communicated whereupon the Project Implementing Committee starts its work in the

centres. Appointment of staff, purchase of equipment, provision of supplies are then looked after by the Project Implementing Committee either as a whole or through sub-committees. In some cases these functions are delegated to one or two office-bearers of the committee. The Central Social Welfare Board which contributes 50 per cent of the approved expenditure over a project against a sanctioned budget, releases the first instalment of its share in advance. Further releases are made after every six months usually in April and October each year after unaudited statement of accounts of expenditure incurred during the first half of the year and the estimates of the expenditure to be incurred during the second half are submitted. On the conclusion of each year audited statements of accounts are also called for in due course. The State Board also secures 25 per cent contribution from the respective State Governments which is usually available after a statement of expenditure incurred is submitted. Some State Governments also release it in advance to the State Boards as the Central Social Welfare Board does. While care is taken to see that the Project Implementing Committee is usually kept in funds, sometimes difficulties do arise on account of either irregularity or insufficiency of collections of 25 per cent of matching contribution from the local community which is mainly the responsibility of the Project Implementing Committees. Each Project Implementing Committee is given clerical assistance to carry on its correspondence and to maintain its accounts.

In view of the novel pattern on which the scheme works through the agency of non-officials the initial period presented many difficulties in the correct and full compliance with the administrative and financial procedures laid down. It must be said to the credit of the non-official office-bearers of the Project Implementing Committees that over a period of time they have picked up the minimum essentials of administrative and financial procedures which guide the working of the Welfare Extension Project scheme. The problem, however, cannot be considered as having been fully resolved in view of the changes that are bound to occur in the composition of non-official committees which are unavoidable on account of mobility of non-officials, for various reasons. The principle of continuous responsibility of

the Project Implementing Committee does not seem to have been fully established during the first phase of the operation of this scheme.

The element of self-help is sought to be built into this scheme since its very inception in two specific ways. The predominant non-official character of the Implementing body and the responsibility of collecting 25 per cent of the budget from the local community were intended progressively to inculcate in the Project Implementing Committees the capacity to stand on their own legs in cooperation with local peoples' organisations. It may be too early to judge how this programme, mainly administered by non-official and substantially financed and guided by a specialised body like the Central Social Welfare Board, would finally stand on its own. It may be mentioned, however, that at a large number of village centres, local committees consisting of members of panchayats and other active men and women in the villages have been formed which are helping the field staff to carry on its activities and are also helping the Project Implementing Committees to secure necessary public participation. The future of the administrative pattern of the scheme, however, cannot be predicted at this stage in any precise manner. That a suitable people's organisation aided and guided by a competent welfare body dealing with welfare administration will finally be required to take over seems beyond doubt.

## CHAPTER VI

### MULTILATERAL COORDINATION

IN RECENT YEARS, in all administrative and organisational matters, a good deal of stress has come to be laid on coordination. Probably one reason for this is the growing complexity of each administrative unit and also the multifarious numbers of agencies branching off wide and diverse from the central stem of administration. The field of social welfare has been no exception to this. In fact, since the social welfare administration is a late comer within the folds of Government administration, it is the voluntary welfare organisations which have first started using the term coordination in the context of welfare work. One can enumerate nearly a dozen voluntary organisations which claim to effect coordination either in their specific fields of work or in the working of various organisations in allied fields. The need of securing coordination in the incoherent picture that the social welfare field presented was therefore very much uppermost in the Government's mind, when the Central Social Welfare Board was set up as the one national body for the promotion of social welfare on a planned basis. The Board was in a somewhat better position to discharge this function of coordination than the voluntary organisations could be. One good reason for that was the status which was conferred upon the Board since its very inception and by the very manner of its inception. Unlike voluntary organisations, a grant-giving body has decisive and far-reaching regulatory powers on the working of aided and aid-seeking organisations.

Being a body set up by the Government and further being in a position to set up a network at the Centre and in the States in cooperation with the State Governments, a considerable portion of social welfare administration soon polarised around the Board's administrative apparatus. Very soon after its establishment the Board addressed itself to achieve this coordination in varying degrees, ranging from a formal relationship of consul-

tation to the closest cooperation at all stages of a combined effort in carrying through a programme as a team. Co-ordinating efforts of the Board could be broadly divided under the following three heads:

- (a) Mutual consultation in order to avoid duplication of coverage, either physical or functional, as the case may be.
- (b) inter-locking mutually complementary aspects of administration of programmes along parallel, joint or common lines.
- (c) entrusting the auxiliary and ancillary aspects of welfare administration to appropriate agencies to execute them on a specialised basis.

The type of coordination as mentioned in (a) above is sought to be attained by various measures such as reciprocal representation on various committees and other similar bodies as also by exchange of relevant information. For instance, the Ministries of Education, Finance, Health and Community Development as also the Planning Commission are represented on the Central Social Welfare Board. Likewise officials of the development, social welfare and other social service departments in the States are represented on the State Boards. At the district level, officials of the district administration and other officials concerned with social services like Education, Health or Planning and Development are invariably associated as members of the Project Implementing Committees.

In turn the Ministries and the Planning Commission have reciprocated the Board's gesture by associating representatives of the Central Social Welfare Board on various advisory committees set up by them. The Family Planning Board of the Ministry of Health, the Public Cooperation Committee of the Planning Commission, the Advisory Social Welfare Board of the Ministry of Education, the National Council of the Physically Handicapped of the Ministry of Education and the Women's Advisory Committee of the Ministry of Community Development are some of the examples of bodies which have taken Central Social Welfare Board's representatives on them. The officials deputed on the Board to represent these Ministries and

the Planning Commission are usually of the status of Joint Secretary or Deputy Secretary. The Board's representatives on outside bodies are usually non-official members unless the nature of work requires an official of the Central Social Welfare Board to be associated. In the States, Development Commissioner, Directors of Social Welfare or Secretaries of Social Service Departments, e.g. Education are representatives on the State Social Welfare Advisory Boards. This indicates the high level at which this coordinating is attempted.

So far as the Board's grants-in-aid programme is concerned, or for that matter the Welfare Extension Project and the Urban Family Welfare scheme, the Board's endeavour has been regularly to exchange information with the other appropriate wings of the Government which deal with similar or allied schemes. This practice has been integrated in the routine of the Board's administration so as to avoid duplication either in terms of covering the same area or assisting the institution or in terms of initiating the same or similar activity. The same principle is extended to operate in the States and districts.

Coordination of the type mentioned in (b) above has been effected in several of the Board's schemes as illustrated in the following examples:

The Welfare Extension Projects scheme of the Central Social Welfare Board has now been integrated with the Community Development scheme of the Ministry of Community Development so as to have a joint machinery at the field level in the form of a composite Project Implementing Committee consisting of representatives from both organisations at appropriate levels. The programme is so chalked out as to operate in the same area in which the Community Development blocks do. In this manner geographical integration is achieved and functional duplication is avoided. It is only one common field agency jointly set up by both that plans, directs and supervises the welfare programmes which are so planned as to fit into the general pattern of a comprehensive programme of Community Development.

Another example of this nature is the setting up of industrial cooperative societies for Urban Family Welfare or of setting

up production units attached to the Aftercare Homes. In these cases the Central Social Welfare Board acts only as a sponsoring body or as a catalytic agent, all the time maintaining close liaison with the Ministry of Commerce and Industry with the purpose of channelising their existing schemes to benefit such sections of the population whose welfare can be effectively attained only through a programme of economic rehabilitation. The same principle is extended to the Board's cooperation with the other bodies like the All India Handicrafts Board, All India Khadi and Village Industries Commission, etc. The Welfare Board provides the Welfare content to the economic schemes of those bodies and seeks in return that their assistance be directed towards providing supplementary economic programmes for the welfare schemes which are aided by the Central Social Welfare Board. Similar effort is made in taking advantage of the training programmes of the other Boards which provide training in various crafts or village industries. These are suitably, and, if necessary, exclusively directed to train women who could be serviceable in the welfare programmes of the Board.

The Aftercare scheme sponsored by the Central Social Welfare Board is almost a unique example of multilateral coordination in which one body acts only as a connecting link without playing any executive role itself. As has been explained in an earlier chapter describing the various programmes of the Central Social Welfare Board, the Aftercare scheme offers an example of this type. It was as a result of the two advisory committees of the Central Social Welfare Board that the scheme was formulated. Subsequently the Board moved the Government of India in the various Ministries, namely, the Home, Finance, Commerce and Industries, Health and Labour as also the Planning Commission to get various provisions earmarked in the approved plans of several Ministries; all converging on the Aftercare and Social and Moral Hygiene scheme.

In the States' plans also a suitable revision was made so as to include the necessary provisions to enable them to contribute their share towards the implementation of this scheme which would primarily be a major responsibility of the State Governments. So far as the non-recurring and recurring expenditure on the es-



tablishment of Home and Shelters is concerned, that is provided in the Ministry of Home Affairs and in the States' plans. The investment on the production units comes from the provision of the Ministry of Commerce and Industry and their corresponding portion in the States' plans. For training arrangements appropriate budgetary provisions are earmarked in the plans of the Ministries of Labour and Health.

Another measure of coordination which has been working smoothly is with the Ministry of Home Affairs. Welfare of Scheduled Castes and Scheduled Tribes does not fall within the purview of the Central Social Welfare Board. Therefore, the Board was not in a position to consider and sanction grants to a large number of welfare institutions which catered exclusively or mainly to Harijans and Tribals. The Board therefore requested the Union Ministry of Home Affairs to set apart a small portion of their provision and to disburse grants out of it to voluntary welfare institutions recommended by the Board. Thus the arrangement that has been evolved is for the Board to receive through its own channels applications from institutions for Harijans and Tribals and to recommend deserving ones to the Ministry of Home Affairs. The established convention is for the Ministry to accept the Board's recommendations and to make available grants out of its own funds on that basis. This has stopped rejection of many applications from Harijan institutions merely on the "technical" ground that the Board did not deal with the subject.

Since effective administration of the Board's welfare programmes required several other auxiliary services, the Board negotiated with the appropriate governmental or non-official organisations to plan and execute those services in accordance with its requirements. For the training programme of *gram sevikas* the Board enlisted the services of a non-official organisation like the Kasturba Gandhi National Memorial Trust. For the training of midwives and *dais*, the Board turned to the Ministry of Health and with their technical advice arranged this training programme with appropriate official and non-official organisations; the Board only paying for the services obtained.

The entire information and publicity programme of the

Central Social Welfare Board is being executed through the Ministry of Information and Broadcasting and an Information Officer of the Ministry is accredited to the Board to ensure country-wide dissemination of all information of public interest relating to the various welfare programmes. The production of films on social welfare subjects was also left by the Board to the Films Division of the Ministry of Information and Broadcasting which commissions private producers for the purpose and ensures adequate shooting and processing of these films from the technical point of view. The Board comes into the picture only to suggest the subjects for preparation of documentaries, approval of the script and commentary from the point of view of factual accuracy and final payment to the Producers. In the matter of production of the Board's journals, as also of its distribution and circulation, the Board depends upon the Publications Division of the Ministry of Information and Broadcasting. Close liaison is also maintained with the Director General of Supplies and Disposals and the Chief Comptroller of Printing and Stationery, all of whom extend the necessary assistance in the fulfilment of the Board's programmes.

In outlining the coordinating efforts of the Board in the previous paragraphs no separate mention has been made of the Ministry of Education. Since the Board is directly under the administrative charge of the Ministry of Education, it has, in one sense, served as the pivot on which all the coordinating efforts of the Board have evolved. It is the Ministry of Education which is responsible to Parliament for the Board's work. If the Board has succeeded in achieving a measure of coordination at various levels—and both with the official and the non-official agencies—it is in no small measure due to the cooperation extended by the Ministry of Education.

A similar story can be told of coordination with State Governments, and with various all-India and regional voluntary organisations. Very soon after they set up Advisory Boards in the States, and began contributing towards the expenditure on these Boards and on the Welfare Extension Projects, all State Governments realised the advantages of the Board's organisation and its programmes, and the immense opportunities for develop

ment through a novel organisation. Since then, there has been growing understanding and cooperation in all programmes, and the State Boards have been able to work as closely with them as the Central Board with the Central Government. While some degree of division of functions exists between the State Boards and the departments of Social Welfare wherever they exist in the States, there seems to be further scope for closer integration.

Various voluntary organisations were also quick to appreciate the readiness and speed with which the Central Social Welfare Board not merely showed responsiveness to their aspirations, but also worked out schemes based on them, in which they could all participate.

Among those who have actively participated in the Board's programmes could be mentioned the Kasturba Gandhi National Memorial Trust, the Indian Council of Child Welfare, the Bharat Sevak Samaj, the Ramakrishna Mission and the Women's Small Savings Organisation.

Whether it is a programme for which the Board gives assistance, or one which it largely directs, or one which it sponsors for other Ministries to finance, every one of them has to be worked through voluntary agencies. That has been the main plank of the Board's work and accordingly its attempt has throughout been one of developing a sense of partnership with the voluntary organisations. These organisations on their part have found a channel into which they could direct their energy and experience, with properly formulated Government assistance; and they can now feel that by working in any one of them, they are participating in a cooperative effort with the Central Social Welfare Board for the national well-being.

## CHAPTER VII

### CONCLUSION

THE CREATION of the Central Social Welfare Board is an experiment in the newer ways of public administration. The novelty of the Board's administration consists in the basis of its constitution and in the close participation of non-officials in the planning and execution of welfare schemes.

If the Board has enjoyed a degree of freedom from a restrictive and protracted procedure that is because the Government of India have allowed the Board to function as an autonomous body. Only the minimum necessary parliamentary, financial and administrative controls have been retained by the Government of India. Thus while the Central Social Welfare Board has all the status and authority of the Government of India behind it, it has a wide measure of freedom to act with decisive promptitude. As the horizon of the Government administration widens it has become increasingly necessary to devise compact and manageable units which can act with dispatch. As it is, the Government have increasingly recognised the need of quickening the tempo of Government administration, which is more than manifest with the adoption of Plans and predetermined priorities in every sphere of national life. This need for quick action which has been realised even in regard to normal units of public administration at all levels has also been kept in view while creating new apparatus for the wider spheres of public administration. Social Welfare is one such field which requires fast action for several reasons. In the first place this is one field in which the backlogs have amassed to huge dimensions. It is also an area in which the changes brought about by socio-economic reorganisation have been quick to exert their influence. Any instrument of public administration which had to deal with chronic social problems of long neglect and also to keep pace with the changed and changing socio-economic needs, must necessarily be armed with powers to work with expedition.

Whether or not the Government of India had all these considerations already spelt out in their minds when they set up the Central Social Welfare Board, it seems definite that they had perceived the necessity of an unconventional approach permitting fast work on social problems in the country. From another angle the machinery for social welfare administration had to be direct and prompt. The condition of a large number of voluntary welfare organisations had generally reached a stage from which stagnation and decadence were not far away. These organisations had no doubt made brave efforts in the past to organise themselves and to grow according to the requirements of time. The Princely philanthropy and munificent charity on which they had built themselves up were fast waning. They had to look up to the State for succour. They also felt that, like justice, relief delayed was relief denied. Before any attempt could be made to revitalise voluntary action it was necessary to make the survival of a large number of voluntary welfare organisations possible. Not only, therefore, that the creation of the Central Social Welfare Board did not come a day too soon; it was also well constituted to discharge its responsibilities as effectively as possible.

The Board is not a statutory body brought into existence by any Act of Parliament. It is not a non-official society registered under the Societies Registration Act XXI of 1860. It is not a Joint-Stock Company registered under the Indian Companies Act. It is also not a part of the Government in the usual and strict sense of the term. According to a legal point of view these above are the only possible methods whereby a corporate body having a juristic personality can be brought into existence. Since the Board has been brought into existence only by a resolution of the Government of India it does not have any juristic personality. It therefore cannot own property, it cannot sue and cannot be sued. All its funds come from the Exchequer but it maintains its own bank account and disburses the funds allotted to it without further reference to the Government of India as a whole or even to the Ministry of Finance, the Treasury Officer and the AGCR. This absence of a legal personality has not in any serious way hampered the work of the Central Social Welfare Board. In fact only in regard to two matters

did the question of a personality in the eye of law arise. The Board has arranged for the purchase of a certain number of jeeps through the Director General of Supplies and Disposals and has supplied them to the State Social Welfare Advisory Boards and to Project Implementing Committees for use. When the question of registration of jeeps arose it was advised that it might be done in the name of the Government of India, Ministry of Education, since they were the owners of this property. Secondly, under its Welfare Extension Project Scheme the Board had to acquire lands by donations for buildings for project centres. For want of juristic personality the gift deed could not be made in the name of either the Project Implementing Committees, the State Boards or even the Central Social Welfare Board, all of which do not possess a legal personality. The problem was solved by getting the lands transferred in the name of panchayats or State Governments which in turn gave an undertaking that the land could be utilised for construction of buildings for project centres which would be used for conducting activities of the Welfare Extension Projects.

The other feature of the Board's administration is an intimate association of non-officials not only in a distant and impersonal advisory capacity but on a more direct and personal basis with all stages of a scheme right from planning to its execution. As described in the previous chapters, the administrative machinery of the Central Social Welfare Board, right from the Central up to the field level has been predominantly non-official. If whole-time paid staff has been appointed at various levels that was intended only to buttress the non-official machinery at key points.

Numerous difficulties and some weaknesses have revealed themselves in the process of this joint administration during the course of the last few years. Most of the difficulties would appear to be symptomatic of the transition from purely bureaucratic (in the dictionary sense of the term) to more democratic administration. The problems that have arisen in this arrangement can be broadly divided into two parts:

- (a) Those arising from the honorary basis of non-official work and,

(b) others derived from the interlocking of the non-official and official elements.

The honorary basis of non-official work gives rise to two main questions, viz. the answerability of voluntary workers and continuous nature of responsibility.

It has been argued by the critics of non-official participation in administration that unlike the officials the voluntary workers are not answerable to any authority. Experience has, however, shown that if the officials are governed by the official rules and regulations, the non-officials have their own code of conduct and ethics. If hierarchy of officialdom, as also the system of checks and counterchecks provided in the normal government administration act as regulatory instruments of the officials' conduct, the bar of vigilant public opinion and the mores of social control operate upon the conduct of the non-officials. If the official has his stake in remunerative employment, the voluntary worker has his reputation to safeguard. If the inefficient or misbehaving officials can be hauled up by the supervisory officers above them, the defaulting social worker can be questioned by any spokesman of organised and vigilant public opinion, e.g. local bodies, social welfare organisations, the press, etc.

The second problem is in regard to ensuring continued responsibility of administration in the hands of non-officials. Whenever there is a change amongst the non-official office-bearers the succeeding honorary office-bearers may not always be prepared to accept the responsibility for all the acts of commission and omission of the predecessors. This might result in dislocating the work to the extent it is brought forward by the outgoing office-bearers. Here again conventions which have been built up in the working of people's organisations help considerably in mentally preparing the new entrants as much to build up the goodwill and credit earned by their predecessors as also to make up for the deficiencies that they might have left behind. In the case of the Board and its subsidiary organisations the principle of continued responsibility has operated only on the basis of unwritten conventions. If the conventional force itself gathers sufficient strength, the Board or any of its subsidiary organisations can successfully overcome this difficulty to the extent it acts



without evolving any rules and bye-laws, which may be legally binding.

The genesis of the other type of difficulties lies in the interlocking of the official and non-official, the paid and the voluntary, the whole-time and the part-time worker, the trained and the untrained, the policy-making and the executive elements. These various elements are not mutually exclusive. The problem is essentially one of converting monolithic administration into a pluralistic democratic administrative machinery. Democratic administration has to be understood not only to mean that the policy-making units of government are manned by people's representatives elected at five-year intervals, but also that the people themselves share the executive in various decentralised units of expanding government. Since this involves coordinating the actions of diverse but not divergent elements, its solution lies in a two-fold measure. Firstly, to the extent everybody's role is precisely defined misunderstanding of each other's functions should progressively diminish if not altogether disappear. It has been found that the tension that is caused in joint working arises mostly because of lack of full and proper appreciation of not only each other's roles but also of the precise aspects in which their roles complement one another. A good deal of preparation therefore is required in advance. Since, however, democratic administration of this nature is more or less new in India (it is understood that Yugoslavia has made some very interesting experiments in this line) the basic school for learning of this cooperative endeavour is actual practice itself. Whatever problems are attendant on transition are bound to unfold themselves during practice and solutions may have to be found in the light of actual experience gained and not *a priori*. Defining and understanding of one another's roles are not themselves enough.

In the multilateral interlocking of the variety of elements as enumerated above, each single composite team operates through a series of "joints". Unless these joints are properly "lubricated" some frictions or tensions are bound to result. This "lubricating chemical" should normally emanate as much from mutual goodwill as from the inward conviction that the cooperative

enterprise is directed towards a common goal. Convictions may clearly bring it home to each party that neither is there any short cut to reach the finale nor can any single party "go it alone." It must be beyond any shadow of doubt to every constituent that it is a question of "sinking or sailing together."

If there is any talk of the importance of voluntary action in a democracy then it must be fully understood that voluntary action cannot be conceived in isolation from State action. It cannot also be contemplated as something that has got to be done at the behest of or under the patronage of the State. Since the State itself is an organised expression of the democratic urge of the people, the administration must translate into reality what is canvassed in theory. Taking, therefore, a historical perspective of the nature of the administrative machinery brought into existence by the Central Social Welfare Board, it must be stated that, with all its faults and weaknesses, it is paving the way towards a mature democratic administration in which the people do not only have a distant, indirect, occasional and atomised voice in the selection of policy-makers in the government. The Board's administration is expected to secure for them a direct, continuous and integrated role in the day-to-day welfare administration which touches various vital aspects of their life and living.

## POSTSCRIPT

A READER familiar with the latest developments in the organisation of the Central Social Welfare Board is likely to find the text of the monograph slightly out of date in certain respects. This is to an extent inevitable on account of the necessary time lag between drafting the monograph and its appearance in print. In order to make good this deficiency, at least partly, this supplementary note is added to the monograph. It is hardly necessary to add, though, that by its very nature, a note like this can refer only to a few important developments that have come about since the completion of the draft.

### *Evaluation*

Before outlining the recent major developments, it is essential to take note that they are the results of certain recommendations embodied in recent evaluation reports bearing on Social Welfare. The Programme Evaluation Organisation had, at the instance of the Central Social Welfare Board itself, undertaken an independent evaluation of the Welfare Extension Projects of the Board. The Report was based on a field-study of a small sample of projects. It had highlighted some shortcomings of the projects; some of which were germane to the scheme and others circumstantial or extraneous. It is significant, however, to record that the Report had wholly excluded from the purview of its study the revised pattern of WEPs working in coordination with CD Blocks. This revision was effected from April 1957 in pursuance of an understanding between the Ministry of Community Development and the Central Social Welfare Board. The precise pattern of coordination has already been explained in Chapter II under the Section dealing with Welfare Extension Projects. If duplication with Community Development was the one major basis of criticism of Welfare Extension Projects, no evaluation would be fair or even complete without taking stock of the coordinated pattern of projects.

*Panchayati Raj*

Another development that has set the Government thinking afresh about the future of Welfare Extension Projects recently arose because of certain vital changes in the administration of CD Blocks. The introduction of panchayati raj, otherwise known as democratic decentralisation, as a result of the recommendation of the Balwantray Mehta Study Team, has reopened the question of the administrative pattern for the coordinated Welfare Extension Projects. This was discussed at great length at various conferences and meetings between the Central and the State Governments and the Central and State Social Welfare Boards. According to one view, once it is decided to hand over the entire responsibility of development and welfare schemes in a block area to an elected Panchayat Samiti, it was not desirable to keep any programme outside their purview. At best, it was considered enough to provide a functional sub-committee of the Panchayat Samiti having suitable representation of women, to look after the programme for women and children. According to another view, it was felt that the Statutory Panchayat Samiti represents the lowest rung of the Government ladder and was in the position of a local self-government for the block area. In that context, there was still room for voluntary organisations and non-official social workers to function even as they do *vis-a-vis* the Central and State Governments. Secondly, it was also felt that the programme for women and children was of a specialised nature and it would not be advisable to undo the special machinery that was so elaborately organised for this programme. Further, it was pointed out that the Panchayat Samitis were yet new and that they had enough and more in their hands, to concentrate upon. The problem of food production, organisation of service cooperatives were cited as some of the important programmes which would call for the entire effort of the Samitis and that, therefore, there was still time to let the WEPs be managed by separate Project Implementing Committees consisting of non-official social workers. However, without a final or clear-cut decision at the policy level, the position reached at the beginning of the Third Plan is that with the exception

of two or three States, the majority seem to be in favour of continuing the programme on the basis of the coordinated pattern evolved in 1957. The only difference is that in place of the block development advisory committee, it is the Panchayat Samiti that will be represented on the Joint Project Implementing Committee.

Meanwhile, another development has taken place with regard to the Welfare Extension Projects of the original series. It has been decided to hand them over to *mahila mandals*, i.e. associations of local women or to other suitable voluntary welfare organisations. They will be eligible for grants-in-aid from the Board on a special basis. How the projects fare in the hands of these *mandals* or other organisations will depend upon several factors. This much is, however, certain that they will lose their separate identity and will break into splinters somewhat unevenly.

### *Grants-in-Aid*

The other major programme of the Board, namely, the grants-in-aid, is also poised for a new change at the beginning of the Third Five Year Plan. Considering that the grants-in-aid system of the Board had evolved empirically over a period of seven years, the Board thought it necessary to have the whole system reviewed and rationalised. Accordingly, a committee was appointed under the Chairmanship of Dr. J. F. Bulsara, an expert of wide and rich experience in Social Welfare, in India and abroad. The Committee kept in view the recommendations made earlier by a Study Team on Social Welfare appointed by the Committee on Plan Projects. For instance, the Team had recommended that an integrated system of grants-in-aid should be introduced, comprising maintenance, capital and development grants. They stipulated that the maintenance grants be given by the State governments and the capital and development grants by the Central Social Welfare Board. In the interest of coordination, it was recommended that all these grants should be administered by the State Social Welfare Boards within the broad framework to be laid down by the State governments and the Board

respectively. The Team had also recommended setting up of a Field Counselling Service to provide technical assistance to welfare institutions so as to maintain and promote certain minimum standards in welfare services. For this purpose, definition and enforcement of minimum standards was also recommended. The Bulsara Committee has taken all these into account and after wide consultation with the concerned authorities and interests, has made some definite recommendations. They have emphasised the need for giving consolidation and improvement grants so as to stop *ad hoc* expansion of services without regard to quality of service rendered or of its even distribution in relation to the needs of different areas. Other recommendations of the Committee cover simplified forms of application, a set time-table for receipt, scrutiny and sanction of applications and utilisation of grants on reasonable conditions. The Committee has also worked out a broad framework of minimum standards for different welfare services and has suggested the structure of an experimental unit for field counselling service.

### *Status of the Board*

Yet another significant development relates to the status of the Central Social Welfare Board. The fact that the Board did not have a juridical personality had come to the fore on several occasions in recent years. The question has been discussed from the administrative, legal and constitutional viewpoints and finally the consensus reached seems to be in favour of according a statutory autonomous status to the Board. It is felt that that would be an appropriate status for a body charged with functions such as the Board has been. It would further meet the requirements of accountability and answerability to the Parliament without undue restrictions in its day-to-day work. A change in the status of the State Social Welfare Advisory Boards was discussed at a conference of State Ministers of Social Welfare convened by the Union Minister of Education in July 1960. The State governments thought it advisable to take a decision on the subject only after studying the full implications

of the changes proposed at the Centre.

These above are but a few salient developments with regard to the structure and functions of the Board. There are other changes incidental to the major changes, e.g., training of personnel, slight reorganisation in the office-administration, etc. An assessment of the impact of the proposed changes will have to wait till they unfold themselves fully.



# APPENDIX TO THE POSTSCRIPT

## THE LATEST PROGRESS STATISTICS

### A. GRANTS-IN-AID (UPTO 28th FEBRUARY 1961)

Field of Service	No. of institutions	Amount sanctioned (Rs.)	No. of beneficiaries		Total
			Residential	Non-Residential	
1. Child Welfare	2,377	1,58,57,400	23,447	3,80,160	4,03,607
2. Women Welfare	2,920	1,44,64,700	15,237	4,72,115	4,87,352
3. Welfare of the Handicapped	243	38,48,600	6,545	95,126	1,01,671
4. General Welfare	460	28,03,200	1,735	4,28,275	4,30,010
5. Total	6,000	3,69,73,900	46,964	13,75,676	14,22,640

### B. WELFARE EXTENSION PROJECTS (UPTO 31st DECEMBER 1960)

(a) Type of Projects	No. of Projects	No. of centres	No. of official members	No. of non-official members	Villages covered	Population covered (in lakhs)	Board's contribution Rs. (in lakhs)	Public contribution Rs. (in lakhs)
Original Pattern	420	2,004	687	2,003	11,177	91.80	260.99	40.00
Integrated Pattern	324	2,829	900	2,771	29,471	175.59	64.60	11.56
Total	744	4,833	1,587	4,774	40,648	267.39	325.59	51.56

#### (b) Activities

Children's Programmes		Health Services		Literacy, post-literacy and Social Education		Women's Programmes		Arts and Crafts		Total
Pre-primary education, play and recreation						Maternity Services				
No. of Balwadis	Beneficiaries (000)	Beneficiaries (000)	Beneficiaries (000)	No. of classes	Beneficiaries (000)	No. of Centres	Beneficiaries (000)	No. of Classes	Beneficiaries (000)	Beneficiaries (000)
4,500	17,183	5,626	3,737	3,114	2,140	1,598	3,086	1,564	29,085	

#### (c) Building grants for Projects (upto 28th February 1961)

No. of Projects	No. of Centres	Amount sanctioned Rs.	No. of buildings completed	No. of buildings under construction	Area of land donated (acres)	Local contribution Rs.
336	1,105	42,28,400	466	377	265.85	23,19,000

#### (d) Projects staff

Mukhya Sevikas		Gram Sevikas		Midwives		Craft Teachers		Dais		No. of Balwad Teachers		Total
Working	Trained	Working	Trained	Working	Trained	Working	Trained	Working	Trained	Working	Trained	
526	354	3,886	3,552	186	186	1,230	1,145	*2,463	2,406	1,060	9,351	7,643

### C. CONDENSED COURSES OF TRAINING (UPTO 28th FEBRUARY 1961)

No. of institutions	Amount sanctioned Rs.	Number of those trained for								
		Matriculation		Middle School		Total				
		Residential	Non-Residential	Total	Residential	Non-residential	Total	Residential	Non-residential	TOTAL
223	61,24,600	888	393	1,281	3,079*	996	4,075	3,967	1,389	5,356

D. WELFARE EXTENSION PROJECTS (URBAN) (UPTO 28th FEBRUARY 1961)			
<i>No. of Projects</i>	<i>Amount Sanctioned (Rs.)</i>	<i>No. of families Covered</i>	<i>Population Covered</i>
69	17,25,000	83,080	4,15,400

E. WORKING WOMEN'S HOSTEL (AS ON 28th FEBRUARY 1961)			
<i>No. of Institutions</i>	<i>Amount Sanctioned (Rs.)</i>	<i>Beneficiaries</i>	
61	6,59,000	2,806	

F. NIGHT SHELTERS (UPTO 28th FEBRUARY 1961)			
<i>No. of Institutions</i>	<i>Amount Sanctioned (Rs.)</i>	<i>Beneficiaries (daily average)</i>	
33	2,64,000	1,228	

G. AFTERCARE AND SOCIAL AND MORAL HYGIENE (UPTO 28th FEBRUARY 1961)			
<i>No. of State Homes</i>	<i>No. of inmates</i>	<i>No. of district shelters/reception centres</i>	<i>No. of inmates</i>
50	1,963	91	1,274

H. HOLIDAY HOMES (UPTO 28th FEBRUARY 1961)			
<i>No. of Institutions</i>	<i>Amount Sanctioned (Rs.)</i>	<i>No. of batches</i>	<i>No. of beneficiaries</i>
42	2,16,400	80	3,862

I. SOCIO-ECONOMIC PROGRAMMES (UPTO 28th FEBRUARY 1961)

(a) Training of Craft Instructors			
<i>Ambar Charkha trained (No.)</i>		<i>Handicrafts teachers training</i>	
		<i>Trained</i>	<i>Under Training</i>
			<i>Total</i>
396	From Welfare Extension Projects.	90	37
	From Voluntary Institutions.	48	24
	Total	138	61

b) Production Units			
<i>Ambar Parishramalayas:</i>		<i>No. of Centres</i>	<i>No. trained</i>
		103	989

Handloom-cum-production Units			
		<i>No. of Units</i>	<i>No. under training</i>
		12	300

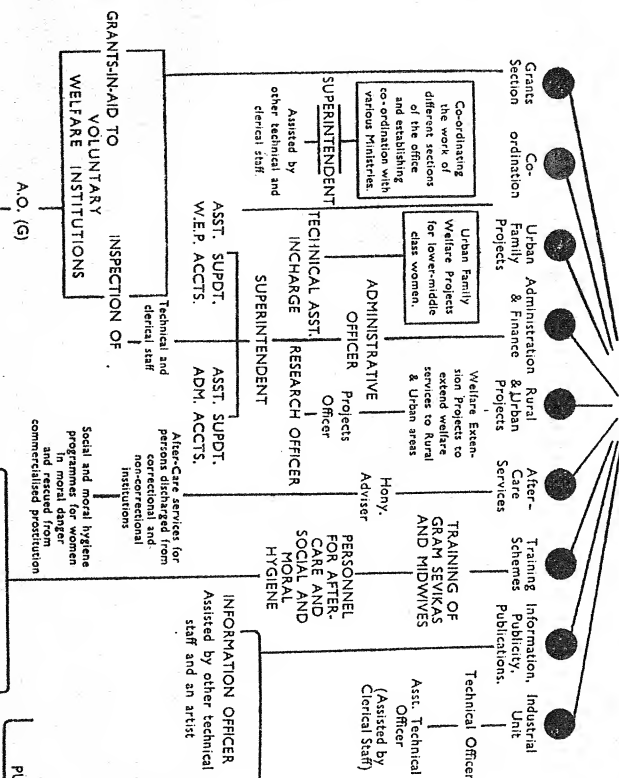
Urban Family Welfare Scheme:			
		<i>Number of workers in the factory</i>	<i>Number of workers at their homes</i>
		169	379

# Central Social Welfare Board

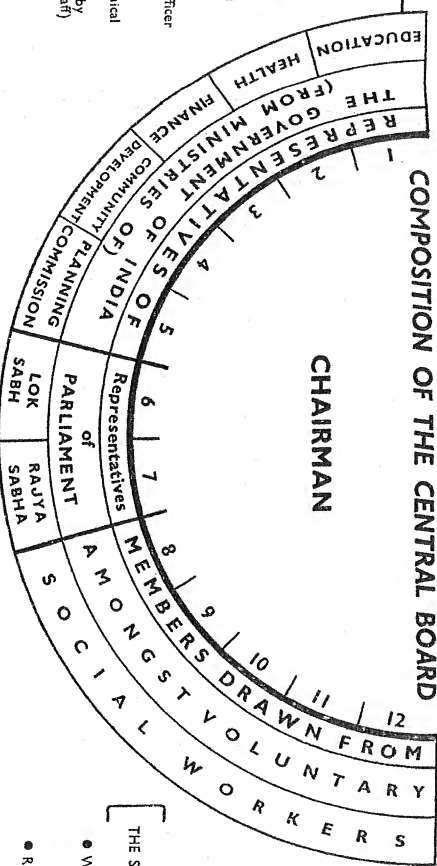
(AS ON 31-3-1957)  
(Government of India)

## C.S.W.B. SECRETARIAT

### SECRETARY



## COMPOSITION OF THE CENTRAL BOARD



## STATE SOCIAL WELFARE ADVISORY BOARD(S)

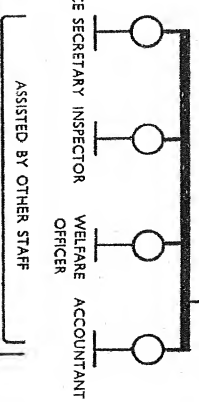
### CHAIRMAN

- TO SUPERVISE THE WELFARE PROGRAMMES IN THE STATE
- TO ASSIST AND ADVISE THE C.S.W.B. AND TO ACT AS MEDIA FOR EXCHANGE OF INFORMATION

### Organisation

- THE STATE BOARD IS CONSTITUTED OF
- Women Social Workers, including one or two women M.L.A.(s)
- AND
- Representative of the Social Welfare Departments of the State
- Development Commissioner

### Administration



### DISTRICT PROJECT IMPLEMENTING COMMITTEE

For planning and execution of welfare programmes in Rural Areas. These Committees consist of (A) non-official women workers of the District and (B) Representatives of the District Administration.

### CHIEF ORGANISER

### AT THE PROJECT LEVEL

### GRAM SEVKA

### CRAFT INSTRUCTOR

### DAI

### AT THE VILLAGE LEVEL

## FUNCTIONS

- To survey the needs, assist, and evaluate the programmes of social welfare organisations.
- To coordinate the assistance extended to welfare agencies by various Ministries of the Government.
- To promote setting-up of social welfare institutions where they don't exist.

## PROGRAMMES

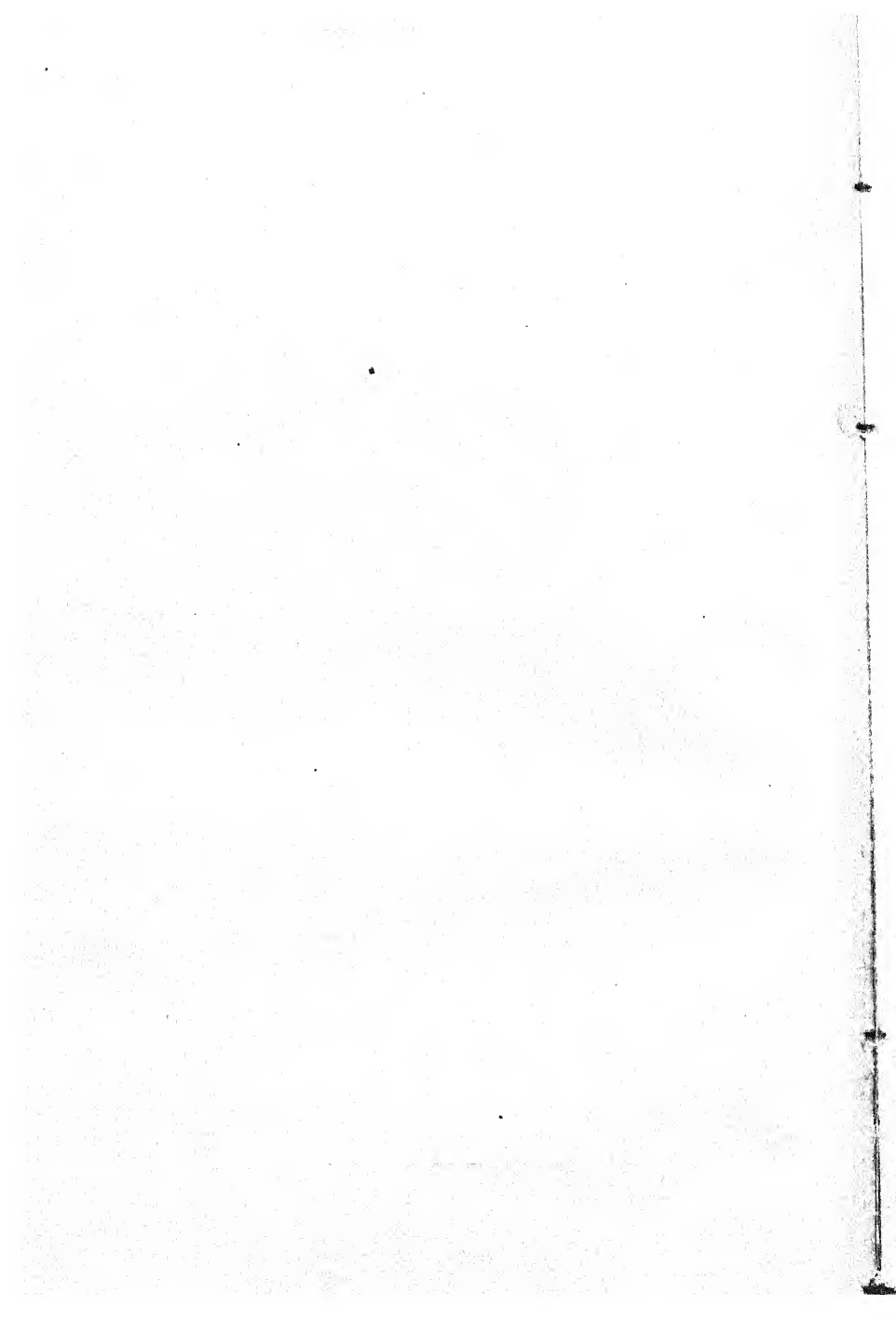
- Grants-in-aid to voluntary institutions providing welfare services to women, children, delinquents, the handicapped, the aged and infirm and other needy groups.
- Welfare Extension Projects designed to extend welfare services to women and children in rural areas.
- Urban Family Welfare Projects to enable the women of lower middle classes to supplement their income.
- Programmes of After-Care and Social and Moral Hygiene to set-up Homes and District Shelters for those discharged from correctional and non-correctional institutions for rescued women and others in moral danger.
- Training Schemes for providing personnel for W.E.P.s and programmes for After-Care and Social and Moral Hygiene.
- To subsidise hostels for working women and the blind.
- Grants-in-aid to voluntary institutions for running holiday homes for poor children.
- Grants-in-aid for welfare work in Gramdan villages.
- Grants-in-aid for condensed courses of training for adult women.
- Grants-in-aid to voluntary institutions for small production units.
- Pilot Welfare Extension Projects (Urban).

## OUR FURTHER EXPANSION

- Readers may be interested to know that our activities, programmes and other functions have been extended as a result of a recent decision of the Board effecting the co-ordination with the Community Development Ministry. It has caused some changes in our organisations' set-up also at project level. As such—
- W.E.P.s coordinated with Community Development. Blocks will have separate committees for each new Project.
- These committees will have, in addition to seven non-officials (including the chairman) the B.D. officer and two other official members of the District Collector and three representatives of the Block Advisory Committee.
- Further details of the schemes are in the Chairman's leading article "We Look Forward."

## PROCEDURE FOR SEEKING AID

Applications for grants-in-aid should be submitted in duplicate on prescribed forms to the Chairman of the respective S.S.W. A, B, & C forms are available from State Boards' offices. An advance copy of the application and other documents should be sent to the Secretary, C.S.W.B. After proper scrutiny and inspection, applications are considered at two meetings of the Central Board each year, of which notice is given in the press. Applications from branches of All-India or regional organisations should also be submitted direct to C.S.W.B. through State Boards with a copy to parent organisations. (For details, see special brochure published by C.S.W.B.)



## APPENDIX II

### PROVISION FOR SOCIAL WELFARE IN THE SECOND FIVE YEAR PLAN

(Original)

1. Welfare Extension Projects	Rs. 8,30,60,000
2. Expenditure on Jeeps for Projects	,, 39,40,000
3. Training Scheme (Midwifery and <i>gram sevika</i> and <i>dais</i> )	,, 50,00,000
4. Grants to institutions and New Programmes	,, 4,00,00,000
5. Administration including Central Board's share of expenditure on State Boards and Publicity :	
(a) Central Board administration including T.A., Contingencies and Pay and Allowances	,, 25.00 lakhs
(b) Central Board's share of expenditure for State Boards' establishment	,, 36.00 ,
(c) Publicity	,, 18.90 ,
Total	Rs. 79.90
or say	Rs. 80 lakhs
TOTAL	Rs. 14,00,00,000

### APPENDIX III

#### REVISED PROVISION FOR SOCIAL WELFARE IN THE SECOND FIVE YEAR PLAN

1. Welfare Extension Projects	Rs. 385 lakhs
2. Grants	„ 250 „
3. Project Buildings	„ 80 „
4. State Boards	„ 20 „
5. Jeeps	„ 50 „
6. Training Programme	„ 50 „
7. New Schemes	„ 50 „
8. CSWB Administration	„ 25 „
9. Publicity	10 „
TOTAL	Rs. 920 lakhs

This break-up is only tentative and subject to modification.

# APPENDIX IV

## CENTRAL SOCIAL WELFARE BOARD

### Detailed Statement of Expenditure

Heads of Expenditure	Expenditure			
	From 13th August 1953 to 31st March 1956	From 1st April 1956 to 31st March 1958	From 1st April 1958 to 31st March 1959	
2	3	4	5	
Grant-in-aid to Welfare Institutions	69,22,134.75	51,78,303.25	46,04,264.50	
CSWB's contribution to expenditure on Welfare Extension Projects	51,55,617.62	78,24,258.00	58,83,026.18	
Grants for Building in Project Centres	7,06,500.00	8,05,750.00	4,64,900.00	
Training Scheme	9,63,551.00	19,18,700.80	7,11,713.97	
Expenditure on Jeeps for Welfare Extension Projects and on State Boards	33,68,200.23	16,27,270.13	12,34,568.90	
CSWB Establishment, Contingencies and Travelling Allowance	9,54,665.24	10,89,632.15	6,29,954.48	
CSWB Contribution to expenditure on State Boards	5,38,220.95	7,55,045.60	4,53,612.36	
Publicity including journals, documentaries, regional publicity and exhibitions	1,30,173.94	3,81,675.64	1,66,900.23	
TOTAL	1,87,39,063.73	1,95,80,635.57	1,41,48,940.62	



APPENDIX  
CENTRAL SOCIAL

S. No.	State	<i>Grants Sanctioned for a Year at a Time during</i>				
		<i>Child Welfare</i>		<i>Woman Welfare</i>		<i>Welfare</i>
		<i>No. of Institu- tions</i>	<i>Amount in Rupees</i>	<i>No. of Institu- tions</i>	<i>Amount in Rupees</i>	<i>No. of Institu- tions</i>
1.	Andhra Pradesh	100	2,94,950	131	4,99,716	5
2.	Assam	107	1,58,500	60	1,56,900	2
3.	Bihar	43	2,32,100	23	1,05,900	7
4.	Bombay	410	9,75,940	390	12,81,410	77
5.	Kerala	125	2,55,100	145	2,27,460	11
6.	Madras	110	5,08,100	68	3,27,990	12
7.	Madhya Pradesh	112	2,65,369	105	2,70,490	13
8.	Mysore	130	3,91,400	170	4,96,379	11
9.	Orissa	42	1,50,450	51	1,59,300	3
10.	Punjab	27	90,000	67	2,30,610	6
11.	Rajasthan	135	2,58,600	51	2,13,687	1
12.	Uttar Pradesh	40	1,49,500	66	2,63,300	23
13.	West Bengal	128	4,87,268	205	7,63,950	16
14.	Jammu & Kashmir	2	5,000	5	44,500	2
15.	Delhi	50	2,34,875	32	1,72,000	12
16.	Himachal Pradesh	2	17,000	6	33,653	1
17.	Manipur	2	24,500	2	4,000	...
18.	Tripura	2	18,000	1	12,000	...
19.	Pondicherry	9	47,500	2	23,500	2
20.	Andamans	...	...	...	...	...
	HOSTELS FOR WORKING WOMEN	...	...	28	3,36,490	...
TOTAL		1,576	45,64,152	1,608	57,23,235	204

## WELFARE BOARD

<i>the Period August 1953 to February 1959</i>					<i>Long Term Grants Sanctioned up to February 1959 to be Utilised up to March 1961</i>	
<i>of Handicapped</i>	<i>General Welfare</i>		<i>Total</i>			
<i>Amount in Rupees</i>	<i>No. of Institutions</i>	<i>Amount in Rupees</i>	<i>No. of Institutions</i>	<i>Amount in Rupees</i>	<i>No. of Institutions</i>	<i>Amount in Rupees</i>
28,200	71	3,52,635	307	11,75,501	39	8,39,000
42,000	68	2,15,750	237	5,73,150	21	3,88,000
40,500	45	2,45,800	118	6,24,300	21	3,41,000
4,95,320	235	7,73,674	1,112	35,26,344	91	21,23,080
48,700	99	2,06,910	380	8,38,170	58	10,32,000
89,000	43	1,82,850	233	11,07,940	80	13,40,600
1,20,500	36	75,300	266	7,31,659	22	5,13,000
31,500	42	1,60,000	353	10,79,279	46	9,59,140
10,000	32	85,700	128	4,05,450	13	2,70,300
44,000	29	86,500	129	4,51,110	25	4,28,000
2,000	26	63,594	213	5,37,881	20	2,72,000
1,52,000	85	3,53,500	214	9,18,300	52	11,80,000
1,21,050	270	6,74,919	619	20,47,187	152	24,27,500
27,000	1	6,000	10	82,500	5	1,03,000
1,32,400	24	2,40,000	118	7,79,275	11	3,65,000
3,000	11	32,008	20	85,661	6	33,000
...	3	11,800	7	40,300	5	59,000
...	1	5,000	4	35,000	3	25,000
6,000	2	9,000	15	86,000	3	45,000
...	2	23,000	2	23,000	...	...
...	...	...	28	3,36,490	...	...
13,93,170	1,125	38,03,940	4,513	1,54,84,497	673	1,27,43,620

## APPENDIX

## GRANTS SANCTIONED

(in

<i>Category IV—One</i>							
<i>S. No.</i>	<i>State</i>	<i>No. of Institutions</i>	<i>Child Welfare</i>	<i>No. of Institutions</i>	<i>Women Welfare</i>	<i>No. of Institutions</i>	<i>Welfare of the Handicapped</i>
1.	Andhra	23	50,150	11	23,200	2	8,000
2.	Assam	28	27,000	8	8,000	...	...
3.	Bihar	33	62,785	25	54,850	2	13,900
4.	Bombay	238	2,02,350	170	1,77,400	13	24,650
5.	Kerala	49	33,500	23	22,400	1	3,000
6.	Madras	30	1,10,300	28	43,530	4	10,000
7.	Madhya Pradesh	29	49,300	20	34,400	...	...
8.	Mysore	71	1,50,540	88	1,22,665	5	10,000
9.	Orissa	22	23,650	19	57,500	2	6,200
10.	Punjab	19	38,500	12	40,100	2	25,000
11.	Rajasthan	49	88,000	40	1,01,000	...	...
12.	Uttar Pradesh	25	37,500	26	87,000	3	32,000
13.	West Bengal	122	1,11,695	128	1,32,607	2	1,250
14.	Jammu & Kashmir			4	13,500	...	...
15.	Delhi	15	41,200	5	14,300	4	12,600
16.	Manipur	5	5,500	5	9,000	...	...
17.	Tripura	1	5,000	...			
18.	Pondicherry	4	14,000	2	8,000	1	3,000
19.	Himachal Pradesh	...	...	...	...	...	...
TOTAL		763	10,50,970	614	9,49,452	41	1,49,600

## VI

DURING MARCH 1959

rupees)

<i>Year Grants</i>				<i>Long Term Grants</i>	
<i>No. of Insti- tutions</i>	<i>General Welfare</i>	<i>No. of Insti- tutions</i>	<i>Total Amount</i>	<i>No. of Insti- tutions</i>	<i>Category I, II, III</i>
25	30,325	61	1,11,675	3	37,800
15	17,100	51	52,100	3	29,000
28	42,800	88	1,74,335	6	1,34,700
94	1,13,775	515	5,18,175	16	2,97,500
59	73,200	132	1,32,100	8	97,500
9	36,400	71	2,00,330	7	1,29,000
7	20,850	56	1,04,550	3	82,000
3	6,500	167	2,89,705	2	20,000
11	23,102	54	1,10,452	3	28,650
20	39,300	53	1,42,900	2	20,000
13	25,600	102	2,14,600	...	...
33	59,600	87	2,16,100	3	45,000
72	81,425	324	3,26,977	3	46,000
		4	13,500	...	...
15	39,498	39	1,07,598	...	...
1	1,000	11	15,500	...	...
		1	5,000	1	20,000
...	...	7	25,000	...	...
5	10,875	5	10,875	...	...
410	6,21,350	1828	27,71,372	60	9,87,150

APPENDIX VII

STATEMENT SHOWING NUMBER OF WELFARE EXTENSION PROJECTS  
(ORIGINAL PATTERN) UP TO 31st MARCH 1959 WITH COVERAGE AND STAFF

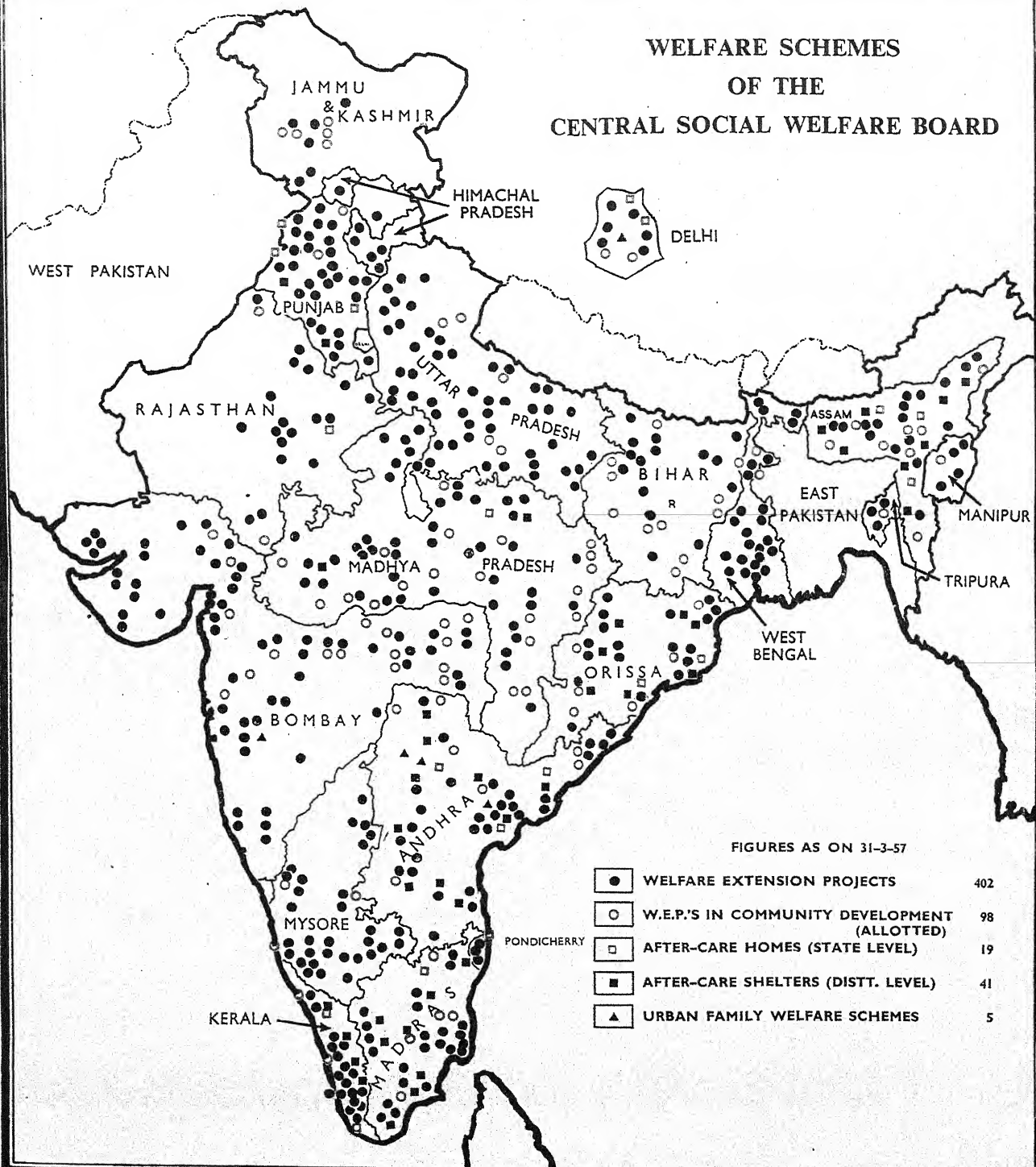
Name of State	No. of Projects	No. of Centres	Population Covered (in lakhs)	No. of Villages Covered	Staff of Centre			Project Supervisory Staff		
					Gram Sevikas	Craft Instructors	Dais	Mukhya Sevikas	Midwives	Remarks
Andhra Pradesh	34	168	10.97	880	162	64	150	34	..	..
Assam	17	83	3.01	721	78	22	77	8	15	..
Bihar	16	80	3.45	521	80	32	52	3	14	..
Bombay	66	342	12.57	1125	315	184	200	62	38	..
Kerala	17	84	364.05	188	84	75	33	17	..	..
Madhya Pradesh	50	244	9.87	1225	225	195	200	33	29	..
Madras	24	118	10.13	780	118	99	105	21	..	..
Mysore	38	185	653.66	963	185	76	94	19	24	..
Orissa	17	85	3.03	722	85	32	83	12	2	..
Punjab	29	143	7.25	821	142	80	133	19	16	..
Rajasthan	18	86	3.00	418	86	75	46	17	5	..
Uttar Pradesh	50	245	961.141	1035	250	99	129	50	13	..
West Bengal	27	122	4.90	962	117	115	119	22	19	..
Jammu & Kashmir	8	37	1.30	247	37	36	24	5	2	..
Delhi	6	30	1.00	115	30	30	27	6	4	..
Himachal Pradesh	10	50	3.20	546	50	20	40	10	1	..
Manipur	4	20	0.80	165	20	13	20	4	4	..
Tripura	3	15	0.50	72	15	15	4	..	..	..
Pondicherry	2	10	0.34	51	10	4	10	1	1	..
Andaman and Nicobar Islands	1	..	..	..	..	..	..	..	..	..
Naga Hills	3	10	0.49	123	..	..	3	..	1	..
Tuensang Area	..	..	..	..	..	..	..	..	..	..
TOTAL	440	2157	95329.12	11680	2090	1266	1549	343	188	..

APPENDIX VIII

STATEMENT SHOWING NUMBER OF WELFARE EXTENSION PROJECTS  
(COORDINATED PATTERN) UP TO 31st MARCH 1959 WITH COVERAGE AND STAFF

Name of State	No. of Projects	No. of Centres	Population Covered (in lakhs)	No. of Villages Covered	Staff of Centre			Project Supervisory Staff		
					Gram Sevikas	Craft Instructors	Dais	Mukhya Sevikas	Midwives	
Andhra Pradesh	2	16	1.30	200	16	4	12†	2	2	2
Assam	2	21	0.42	110	14	4	15†	1	1	...
Bihar	8	100	5.52	902	58	13	58†	1	1	6
Bombay	35	282	25.50	3500	280	90	210†	35	35	35
Kerala	7	32	574.856	100	32	14	44†	7	7	7
Madhya Pradesh	22	188	14.30	2200	168	40	120†	21	21	20
Madras	12	96	7.80	120	96	24	72†	12	12	12
Mysore	8	116	5.00	690	80	12	32†	8	8	8
Orissa	3	34	1.95	300	23	4	4†	1	1	...
Punjab	7	52	3.25	520	42	11	20†	2	2	4
Rajasthan	2	16	1.30	200	16	4	12†	2	2	2
Uttar Pradesh	3	15	1.96	300	17	5	3†	3	3	...
West Bengal	10	80	6.50	1000	80	20	60†	10	10	10
Jammu & Kashmir	...	...	...	...	...	...	...	...	...	...
Delhi	...	...	...	...	...	...	...	...	...	...
Himachal Pradesh	1	8	.65	100	8	2	6†	1	1	1
Manipur	...	...	...	...	...	...	...	...	...	...
Tripura	...	...	...	...	...	...	...	...	...	...
Pondicherry	1	10	1.86	97	10	2	8†	1	1	...
Andaman & Nicobar Islands	...	...	...	...	...	...	...	...	...	...
Naga Hills	...	...	...	...	...	...	...	...	...	...
Tuensang Area	...	...	...	...	...	...	...	...	...	...
	123	1066	83.05,830	11,419	940	239	676	337	105	108

# WELFARE SCHEMES OF THE CENTRAL SOCIAL WELFARE BOARD



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